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IMPERIAL CODE
OF
CENSUS PROCEDURE.
1921.

PART I.—ENUMERATION.



SIMLA
GOVERNMENT CENTRAL PRESS

1921

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CENSUS PROCEDURE.

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PART I.—ENUMERATION.



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IMPERIAL CODE OF CENSUS PROCEDURE.

CHAPTER I.

DEFINITIONS.

1. **Provincial Superintendent** means the Superintendent of Census Operations for a Province ^{Census Officers.} Agency or State, and includes an officer at the headquarters of a Local Government, Local Administration, Agency or Residency, who is entrusted with the general superintendence of Census work.

2. **District Census Officer** means the officer appointed to be in general charge of the Census operations in a district under the control of the District Officer. In British territory the District Census Officer is usually a Covenanted Civilian or a selected Assistant of the Provincial Service. He should be an officer who can tour freely without detriment to his ordinary duties. The name of the officer selected should be reported to Government with a view to his being left in the district until the Census is over.

NOTE.—Sometimes the District Officer himself undertakes the direct supervision of the Census operations, in which case there is no separate District Census Officer. In some provinces again the Subdivisional Officer does most of the Census work in his Subdivision.

3. **Charge Superintendent** means the person entrusted with the general superintendence of a Charge as defined in Article 8 below. He is usually a Revenue or (in some provinces) a Police Official.

4. **Supervisor** means the officer in executive charge of a Circle as defined in Article 7 below. In provinces with a strong Revenue agency he is usually an official.

5. **Enumerator** means the person in charge of a Census Block as defined in the next article. He is usually an unpaid non-official, but in some provinces village headmen and other

CHAP. I.—DEFINITIONS.

officials are employed as Enumerators in rural areas, and everywhere it is desirable to enlist as many officials as possible for the work of enumeration in towns.

6. The **Block** is the smallest Census unit, containing from
Census Divisions. 30 to 50 houses, in charge of an Enumerator.

7. The **Circle** is a compact group of from 10 to 15 Blocks under a Supervisor, who is responsible for the work of all the Enumerators in his Circle.

8. The **Charge** is a group of Circles under a Charge Superintendent, who exercises general supervision over the *Census operations and tests as large a proportion as possible* of the work of his subordinates. A Charge usually corresponds to some recognised administrative division, such as a thana, taluk, tahsil or township, but where such units are very large it may be necessary to subdivide them.

9. **House-numbering** is the process of painting numbers
Census procedure. on all houses likely to be inhabited on the night of the Final Enumeration. The series of numbers represents the order in which each house will be visited by the Enumerator of the Block in which it is situated.

10. **Preliminary Enumeration** is the process of filling up the various columns in the Schedule for all persons ordinarily residing in the Block at the time when the Preliminary Enumeration is made. In rural areas this is done about four or five weeks before the Final Enumeration; in towns the interval is shorter.

11. The **Final Enumeration**, or the **Census**, is the process of checking and correcting the record of the Preliminary Enumeration so as to make it correspond with the state of facts actually existing on the Census night.

12. The **Enumerator's Abstract** is a short summary
Rough totals. giving the number of houses and of persons, male and female, in a Block. It is prepared by the Enumerator the morning after the Census.

13. The **Circle Summary** is a compilation for the Circle of the totals shown in the Enumerators' Abstracts.

14. The **Charge Summary** is a compilation for the Charge of the totals shown in the Circle Summaries.

CHAP. I.—DEFINITIONS.

15. The **District Provisional Total** is a compilation for the district of the totals shown in the Charge Summaries.

16. The **General Schedule** is the form on which the enumeration of the general population is recorded. It consists of a leaf printed on both sides. There are ten lines on each page, so that ordinarily it should be possible to enter particulars for at least three houses on one Schedule.

Census forms.

17. The **Household Schedule** is a form in English intended to be filled up by the householder himself instead of by the Enumerator of the Block. It is given in certain cases to Europeans and Anglo-Indians.

Experience has shown that schedules are filled in by trained Enumerators far better than by private persons; and as Indian gentlemen have, of course, no difficulty in understanding and intelligibly answering the Enumerators' questions, the necessity of providing for self-enumeration does not arise in their case. The residences of noblemen and other Indian gentlemen with large establishments may, if desired, be formed into separate Blocks and the record of the same prepared by Enumerators nominated by them. In other cases, when the head of the family is an educated man and wishes to enter himself the particulars for his household, the Enumerator can hand him his Enumeration Book for the purpose.

The enumeration of Europeans and Anglo Indians should be carried out by trained Enumerators on the general schedule wherever arrangements to do so can be made, *e.g.*, in railway settlements. Experience has shown that household schedules are seldom filled in correctly even by Europeans, and in England, where the Census has hitherto been taken on Household Schedules, it has been strongly recommended that the Indian system of trained enumerators and general schedules should be adopted.

18. The **Specimen Schedule** is a Schedule on which typical entries are made in illustration of the mode of enumeration. One such Schedule is printed on the Cover of the Enumeration Book and another on the back of the Household Schedule.

19. The **Block List** is an extract from the House List (Article 25) giving the Census number of each house in the Block, a description of the house, and the name of the head of each family. It consists of a sheet printed on both sides, and as 25 houses can easily be entered on each side, one form should ordinarily suffice for a Block.

20. The **Cover** is the piece of brown paper in which the General Schedules and Block List are bound up. On it are printed the Instructions to Enumerators, the Enumerator's Abstract and the Specimen Schedule; provision is also made for entering on it the Descriptive Particulars of the book, the names of the Census Officers concerned, and a record of the progress of the operations.

21. The **Enumeration Book** consists of—

- (a) The Cover.
- (b) As many General Schedules and Household Schedules as may be required.
- (c) A Block List.

These forms are stitched together locally. Each Block has a separate Enumeration Book.

22. The **General Village Register** shows for each administrative unit, such as a thana, taluk, tahsil or township the names of all villages and hamlets, the number of houses in each, the names of persons qualified to act as Supervisors and Enumerators, and the number of the Census Circle and Block.

23. The **Charge Register** shows the division of the Charge into Circles and Blocks, and the names of the Census officers in charge of each of these units.

24. The **Circle Register** shows the division of the Circle into Blocks, and the names of the Census officers in charge of the circle and blocks.

N.B.—The Circle Register is usually an extract of those pages of the Charge Register which refer to the circle (*vide* Chapter V, Article 11).

25. The **House List** is the form showing for each village the Census number of every house, the description of the house, and the name of the head of each family.

26. **House** is variously defined according to local conditions. In most of the larger provinces it was defined in 1911 as the dwelling place of a commensal family with its resident dependants, such as widows and servants, while in others, *e.g.*, Madras and the Central Provinces and Berar, the enclosure, or residence of one or more families having a separate entrance from the common way, was taken as the Census house. In

Miscellaneous.

CHAP. I.—DEFINITIONS.

the latter case it is necessary also to define what is meant by a family. The name of the head member of each family has to be entered in the House List, as it is from him that the Enumerator has to obtain the information for filling in the Schedules.

The enclosure was the general criterion throughout India (except Assam) at the Census of 1881. It was found, however, that the figures showing the number of houses as thus defined had no statistical value; and in 1891 it was laid down that the object to be aimed at was to obtain a definition which would simplify as much as possible the work of the Enumerators. Since then the tendency has been spreading to define a house as the residence of a commensal family. This definition, if otherwise suitable, furnishes a better guide for the formation of Blocks and for calculating the number of Schedules needed by each Enumerator than the enclosure, which may contain the residences of any number of families, from one to half a dozen or more. The definition is discussed in paragraph 81 of the Census Report for India of 1911 and in the various Provincial Reports.

The definition which is adopted locally should be issued at the very commencement of the operations, so that the houses may be counted for the purpose of the General Village Register on the same principle as will be followed in the course of the subsequent operations.

Whatever the definition may be, it will be necessary to provide for special cases. In the case of houses occupied by Europeans and Anglo-Indians each row of servants' quarters should be treated as a separate house. In coolie lines and the like each tenement should be given a separate number.

27. Village.—The definition must vary according to local conditions. Where there has been a recent survey, and the revenue village (or *mauza*) is a well-recognised unit with definite boundaries, it is clearly desirable to take this area as the Census village. The whole district being parcelled out into such villages, of which a complete list is kept at headquarters, the adoption of this definition obviates all risk of any houses in any portion of the district being overlooked.

Where the territorial village is uncertain, recourse must necessarily be had to the residential village.

There are two objections to taking the residential village as the Census unit. In the first place, it is often difficult in practice to say what is a hamlet and what is a village; and, secondly, in the case of a small outlying group of houses, there is always the danger that the Enumerators of the villages on opposite sides of it (especially when they are in different Circles) may omit to deal with it, each thinking it to be his neighbour's business.

The residential village was defined in 1911 in those parts of Bengal and Assam where the survey village could not be used as "a *gaon* or *gram*, together with its adjacent *tolas*, *paras*, *pattis*, etc.; provided that none of these dependent collections of houses are so large or so distant from the central village as to form in themselves true villages with distinct individual names."

28. Town includes—

- (1) Every municipality.
- (2) All Civil lines not included within municipal limits.
- (3) Every Cantonment.
- (4) Every other continuous collection of houses inhabited by not less than 5,000 persons, which the Provincial Superintendent may decide to treat as a town for Census purposes. In Native States, where there are no municipalities, this definition will have to be extensively applied.

NOTE.—In dealing with questions arising under head (4), the Provincial Superintendent will have regard to the character of the population, the relative density of the dwellings, the importance of the place as a centre of trade, and its historic associations, and will bear in mind that it is undesirable to treat as towns overgrown villages which have no urban characteristics.

29. City means—

- (1) Every town containing not less than 100,000 inhabitants.
- (2) Any other town which the Provincial Superintendent, with the sanction of the Local Government, may decide to treat as a City for Census purposes. In dealing with such cases the considerations mentioned in the note to Article 28 should be borne in mind.

NOTE.—A list of the places to be treated as towns and cities for Census purposes should be forwarded to the Census Commissioner for India not later than the 1st November 1920.

CHAPTER II.

GENERAL INSTRUCTIONS.

1. **Code of Census Procedure.**—The system followed in 1901 and 1911 of embodying all general instructions regarding the Census operations in the form of a Code will be adopted again. The standard rules will be laid down in the Imperial Census Code. Each Provincial Superintendent will prepare his own Code on the basis of the Imperial Code, omitting the portions which apply only to his own office, and making such modifications *in matters of detail* as may be necessary to adapt it to the local conditions prevailing in the area with which he has to deal. The Provincial Codes should be issued Chapter by Chapter as each stage of the operations is reached. It would be desirable, in the first instance, to issue a preliminary Circular giving a brief survey of the whole course of the operations and explaining that detailed instructions regarding each successive stage will be communicated in due course.

NOTE.—It should be borne in mind that, when instructions are in type, the cost of printing extra copies is very small. A plentiful supply of spare copies should therefore be sent to all officers addressed for communication to such of their subordinates as may need them. Cyclostyled copies are difficult to read, and their preparation involves unnecessary trouble and delay.

2. **Census Legislation.**—The legal basis for the Census has been provided by the Indian Census Act of 1920. The Government of India have made rules for the Census of Cantonments and Railways. All other rules and orders will be made by the local Governments (*vide* Education Department Notification No. 33, dated the 1st April 1920, and Memorandum No. 34 of the same date).

Provincial Superintendents should move their Governments—

- (1) to appoint Census Officers under section 2(1) :
- (2) to delegate to them the power of appointing Census Officers under Section 2(3) :
- (3) to authorize them to issue the declaration in writing referred to in Section 3(1) in respect of all Census Officers appointed by them :
- (4) to appoint some officers to exercise the powers referred to in Sections 4 and 5 in Presidency towns and other places where these powers will not be exercised by the District Magistrate :

-
- (5) to empower Census Officers under Section 6 to ask all questions necessary for filling up the General Schedule with reference to the "Instructions to Enumerators," which should be appended to the Notification that will be issued :
 - (6) to direct, under Section 9, that the Schedule to be filled up by occupiers of houses shall be in form of the Household Schedule, which should be annexed :
 - (7) to notify, under Section 11, before what magistrates prosecutions under the Act will be instituted in Presidency towns and elsewhere.

3. Progress Reports and Inspections.—It is difficult in the earlier stages of the work to convince some people that the arrangements for a Census, which is still many months distant, are at all urgent ; and a good deal of supervision is necessary, on the part of the Provincial Superintendent, in order to ensure prompt and adequate action being taken on the instructions issued by him. This supervision can be exercised by means of (i) personal inspection on the spot and (ii) progress reports. If possible, every district should be visited twice, *viz.*, once at an early stage of the operations, in order to see that the General Village Register and Circle List are properly prepared, to give personal instructions to the District Census Officer regarding the future course of the operations, and to discuss special questions, such as the arrangements for the Census of tracts which were non-synchronous in 1911 ; and again after house numbering, to see that the Census Staff are being properly trained and that everything necessary is being done to ensure a complete and accurate enumeration. In addition, each district officer might be asked to submit a fortnightly report showing what progress has been made in carrying out the different stages of the operations. The reports from advanced districts can often be quoted with effect as an object lesson to those which are more backward. The first tour should be commenced as soon as the Superintendent has finished his preliminary work at headquarters including (1) the issue of the preliminary Circular referred to in Article 1, with the first instalment of the Census Code, (2) the preparation of the indent for paper and (3) the translation of the Enumeration Book forms.

CHAP. II.—GENERAL INSTRUCTIONS.

4. Superintendent's Note Book.—Superintendents will find it most useful, when the time comes for writing their Reports, if they systematically make notes, from the very commencement, of all items of information bearing on the Census which come to their notice, especially during their tours. For this purpose books of slips with a perforated edge will be found very convenient. If each note is written on a separate slip, the slips can afterwards be torn off and sorted by subjects. It is a good plan, when in districts of which the Superintendent has no previous personal knowledge, to read the district Gazetteer on the spot, and to discuss with the local officers any questions arising out of the last Census Report which seem to require elucidation or further inquiry.

5. Correspondence with Government.—Superintendents should send to the Census Commissioner for India copies of all important correspondence regarding the Census which passes between them and their Local Governments. They should also send to him and to the other Provincial Superintendents copies of the local Census Code and of all important Circulars, etc., issued by them.

6. Expenditure.—In an undertaking like the Census, it is impossible to apply the ordinary methods of controlling expenditure. Great latitude has to be allowed to the Provincial Superintendents; and the cost of the Census depends very largely on the efficiency of their arrangements and the care which they take to avoid all unnecessary outlay. The scope of the operations is so great that items of expenditure which, taken separately, or for a single Province, seem insignificant, amount in the aggregate to very large sums. There must necessarily be variations in the scale of expenditure in different parts of the country, owing to variations in the size and local conditions of the individual provinces, and the general rise of prices will make it difficult to keep the expenditure as low as in preceding censuses, but more particularly for that reason every effort should be made to avoid unnecessary outlay and every means by which expenditure can be saved without detriment to the efficiency of the arrangements should be carefully considered.

7. Power to sanction expenditure.—The Government of India are of opinion that the ordinary powers which the Local Governments exercise with regard to Imperial expenditure under Section IV of the Annexure to the Finance

Department Resolution No. 361-E.A., dated the 24th July 1916, which is reproduced on pages 22-24 of the Book of Financial Powers will be sufficient in regard to expenditure connected with the forthcoming Census. They have no objection, however, to the delegation to Superintendents of Census Operations of the power to sanction temporary appointments up to a maximum limit of pay and allowances of Rs. 250 a month, should this be considered necessary. (Education Department letter No. 74 and Memo. No. 75, dated the 11th August 1920)

The Census Commissioner for India exercises the financial powers of an authority subordinate to a Department of the Government of India. In respect of temporary appointments or deputations his powers are those of a Minor Local Government. (Education Department letter No. 42, dated the 12th December 1919.)

8. Debit of Census Charges.—Under Finance Department Resolution No. 139-A., dated the 20th February 1920, the salaries of Government Officers deputed to the Census will be debited to the head of account to which they were debitable previous to such deputation. Travelling allowances of officers *specially appointed* for Census work will be taken to the head "Census" but for other officials the classification of travelling allowances will as usual follow that of salary. All other expenses, which but for the Census operations would not have been incurred, including the extra cost, if any, involved in temporary appointments made at the bottom of the gradation list to fill vacancies caused by the absence of officers deputed, will be debited as Census charges and treated as Imperial.

9. Press and Stationery Charges.—In Commerce and Industry Department Resolution No. 2798-2815-48, dated the 14th April, 1910, it was decided that the charges debited against the Census by Government Presses for the printing of forms in connection with the last Census should be calculated on the basis of actual cost without the addition of any indirect charges for general establishment, commission, etc., and also that the Stationery Office should waive the additional 10 per cent, which it charges to public officers not entitled to a free supply of stationery, and charge only the actual cost of the articles supplied. The Government of India have decided that these arrangements shall

CHAP. II.—GENERAL INSTRUCTIONS.

be observed in the case of the forthcoming Census. (Commerce and Industry Department Resolution No. 1445-D., dated the 18th February 1920.)

NOTE.—When Census forms are supplied by one Province to another, the Press concerned will be credited with the book value of the work done, and the amount will be debited to the Census Budget of the Province which supplies the forms. This is in accordance with the rule prohibiting inter-Provincial adjustments. But in the Departmental accounts the amount will be included in the account of the Province which uses the forms and not in that of the Province which supplies them.

10. Census Charges in Municipalities.—On the last occasion the orders regarding the cost of Census Operations in Municipalities were published in the Government of India, Home Department Resolution Nos. 254-270 of the 16th August 1910. Local Governments have been requested to issue the necessary orders under Section 14 of the Census Act on the lines of the resolution mentioned above (*vide* Department of Education letter No. 39, dated the 22nd April 1920).

Government will bear all charges incurred on railways in connection with Census. In cantonments the cost of the actual enumeration will be borne by Cantonment funds but Government will bear all other charges.

11. Census Charges in Indian States.—Certain States take their own Census, compile the results independently, and publish their own Census Reports. In such cases the whole expenditure is met by the States concerned. The Government of India have suggested that, as on previous occasions, the other Indian States should meet all charges connected with the actual census taking, including (except in smaller States) the cost of forms, and their share of the cost of the subordinate establishment employed in abstracting and tabulating the results. The charges on account of the salary, etc., of Provincial Superintendents, and their superior establishment, and of printing the Reports and Tables will be met by the Government of India. The matter, however, is one for decision by the Durbar concerned and no demand should be made on account of forms and tabulation charges except in cases where it has been ascertained that it will be willingly complied with.

12. **Accounts.**—The treasury accounts will show under the head 'Census' only the extra expenditure which, but for the Census operations, would not have been incurred. The charges appertaining to each sub-head in the statement appended should be shown separately on all bills presented at treasuries for payment. Provincial Superintendents should obtain from all disbursing officers monthly returns of bills cashed by them, and should prepare from these monthly statements of the extra cost due to the Census, which they should forward to the Accountant-General for verification with his books.

It is necessary, however, to show in the Census Reports not only the extra expenditure, but also the actual charges of all kinds incurred in connection with the Census operations. For this purpose the expenditure in each District and in the Provincial Superintendent's Office should be classified according to the twenty-four headings shown below, and posted in a special register to be maintained in the Provincial Superintendent's Office. An abstract showing the total charges for the Province under the above heads should after they have been verified by the Accountant General be forwarded monthly to the Census Commissioner with a note explaining the difference between the Treasury and the departmental figures. The main difference between the Treasury and the departmental accounts is that in the latter the salaries of officers deputed to Census will be included, while the acting allowances of their substitutes on the regular staff will be omitted. In the departmental accounts the expenditure on paper and printing is divided between the main heads 'Superintendence,' 'Enumeration' and 'Abstraction and Compilation'.

HEADS OF DEPARTMENTAL ACCOUNTS.

A.—SUPERINTENDENCE.

1.—Salaries.

1. Pay of Officers.

2. Deputation allowance of Officers.

II.—Establishment and other charges.

3. Superintendent's office establishment.	(c) Stationery.
4. Printing—	(d) Postage and telegram charges.
(a) at Government Presses,	(e) Freight.
(b) at Private Presses.	(f) Miscellaneous.
5. Travelling allowance of Officers and establishment.	<i>Total II.</i>
6. Contingencies—	
(a) Office rent.	
(b) Purchase and repair of furniture.	TOTAL A.

B.—ENUMERATION.

III.—District charges.

7. District office establishment.	(b) Postage and telegram charges.
8. Remuneration of Census Officers.	(c) House numbering charges.
9. Travelling allowance.	(d) Freight.
10. Contingencies—	(e) Miscellaneous.
(a) Stationery.	<i>Total III.</i>

IV.—Printing and Stationery charges.

1. Paper.	14. Despatching forms.
2. Carriage of paper to Press.	<i>Total IV.</i>
13. Printing—	
(a) at Government Presses,	TOTAL B.
(b) at other Presses.	

C.—ABSTRACTION AND COMPILATION.

V.—Office charges.

15. Correspondence and Accounts establishment.	(b) Purchase and repair furniture.
16. Menial establishment.	(c) Stationery.
17. Working staff including superintendence—	(d) Postage and telegram charges.
(a) Officials.	(e) Freight.
(b) Non-officials.	(f) Miscellaneous.
18. Travelling allowance.	<i>Total V.</i>
19. Contingencies—	
(c) Office rent.	

VI.—Printing and Stationery charges.

20. Paper for slips.	24. Despatching charges.
21. Paper for Compilation.	<i>Total VI.</i>
22. Carriage of paper.	TOTAL C.
23. Printing—	
(a) at Government Presses,	
(b) at Private Presses.	

GRAND TOTAL A, B AND C.

Comptroller and Auditor General's Rules for the proper classification and record of Census expenditure

1. The salaries of Government officers deputed to Census work *should continue to be debited to the head or heads of accounts to which they were taken before the deputation.* Extra charges, such as deputation allowances to the deputed officers, acting allowances consequent on the chain of promotions due to the deputation, and the allowance of the persons, if any, without substantive Government appointments, who are temporarily appointed to the lowest grade in the chain, are to be taken as Census charges.

2. Travelling allowances of the Provincial Superintendent and of the officials specially appointed immediately under him, such as Personal Assistant, Travelling Inspector, or the like are to be taken to the head "Census". For other officials the classification of travelling allowances will as usual follow that of salary.

3. Postage charges incurred in district and other offices for transmission of Census forms are chargeable to the Census grant, but postage charges on correspondence, even though it may be on Census matters, will be charged as contingent expenditure of the officer conducting it.

4. Charges for telegrams sent on Census business by officers other than special Census officers, should not be taken against the Census grant, but treated as contingent charges of the office concerned.

5. Sale proceeds of articles bought for Census purposes, the cost of which was debited to Census grant, should be credited to that grant by deduction from the head which was originally debited.

6. Charges for stationery and for printing work in Government Presses for the Census are to be considered as Census expenditure and are not to be taken to "30.—Stationery and Printing".

7. All Census charges should be billed for separately and should not be mixed up with charges debitable to other heads of accounts.

Exception.—The salaries and deputation allowances of officers deputed to Census work, and the salaries and extra acting allowances of officers given in consequence of such deputation need not however be separately drawn. They must be entered separately and described clearly in the bill to secure proper classification.

8. In all Census establishment bills the substantive appointments of officers deputed to the work should be shown.

9. In all bills of non-Census establishments of which any member has been deputed to Census work, the name of the deputed officer should be entered with the remark "deputed on Census duty" against it and the leave statements should clearly show the chain of arrangements in consequence.

10. All Census contingent expenditure bills should be countersigned by the Provincial Superintendent.

11. Sums recovered from Indian States and Municipalities, and realizations on account of the sale of paper, etc., will be credited in the Treasury in reduction of Census expenditure.

NOTE.—When such recoveries are credited, they should be entered under the appropriate heads below the gross expenditure for the month, and the net expenditure should be shown at the foot. In the accounts for the year the net expenditure should be given and a note added showing what sums have been recovered under the different heads and taken in reduction of expenditure.

12. All charges should be recorded under "26 B.—Scientific and Miscellaneous Departments—Census." The following detailed heads should be maintained.

HEADS OF TREASURY ACCOUNTS.

I.—SUPERINTENDENCE.

Salaries.

1. Deputation allowance of Officers deputed to Census duty.

Establishment.

1. Pay of men without substantive appointment.	2. Deputation allowance of men deputed to Census duty.
--	--

Travelling Allowance.

1. Travelling allowance of officers and establishment.

Contingencies.

- | | |
|--------------------------------------|----------------------------------|
| 1. Office rent. | 4. Postage and telegram charges. |
| 2. Purchase and repair of furniture. | 5. Freight. |
| 3. Local purchase of stationery. | 6. Miscellaneous. |

II.—ENUMERATION.

District establishment.

- | | |
|---|--------------------------|
| 1. Temporary establishment in District Offices. | 3. Travelling allowance. |
| 2. Remuneration of Census officers. | |

Contingencies.

- | | |
|----------------------------------|-----------------------------|
| 1. Local purchase of stationery. | 3. House numbering charges. |
| 2. Postage and telegram charges. | 4. Freight. |
| | 5. Miscellaneous. |

III.—ABSTRACTION AND COMPILATION.

Establishment.

- | | |
|--|--------------------------|
| 1. Pay of men without substantive appointment. | 3. Travelling allowance. |
| 2. Deputation allowance of men deputed to Census duty. | |

Contingencies.

- | | |
|--------------------------------------|----------------------------------|
| 1. Office rent. | 4. Postage and telegram charges. |
| 2. Purchase and repair of furniture. | 5. Freight. |
| 3. Local purchase of stationery. | 6. Miscellaneous. |

IV.—PRINTING AND OTHER STATIONERY CHARGES.

- | | |
|---|----------------------------|
| 1. Cost of Stationery (including paper) supplied from Central Stores. | 2. Carriage of stationery. |
|---|----------------------------|

Printing.

- | | | |
|---------------------------|--|------------------------|
| 1. At Government Presses. | | 2. At Private Presses. |
|---------------------------|--|------------------------|

Despatching charges.

- | | | |
|-------------|--|-------------------|
| 1. Postage. | | 2. Other charges. |
|-------------|--|-------------------|

V.—MISCELLANEOUS.

Acting allowance of officers in non-Census offices.

- | | | |
|--------------|--|-------------------|
| 1. Officers. | | 2. Establishment. |
|--------------|--|-------------------|

CHAPTER III.

TRANSLATION.

1. General Remarks.—The translation of the Instructions to Enumerators and the forms in the Enumeration Book should be taken in hand at once, so that printing may be finished in ample time to permit of the forms being despatched to the districts by the cheapest route, and the boxes opened and the supply of each kind of forms examined and counted at leisure.

Delay in the distribution of forms not only involves unnecessary trouble at a later stage, when the energies of all concerned should be devoted to actual Census work, but it also means extra expense in sending packages by passenger train; and in extreme cases it interferes with the proper preparation of the Preliminary Record. It also sometimes happens that mistakes are made in the supply which cannot easily be rectified at the last moment.

2. Character of Translation.—It is impossible to insist too strongly on the necessity of using the utmost care to secure a clear and unambiguous translation *in colloquial language* which will be readily understood by men of the class from which the Supervisors and Enumerators are drawn. It is extremely unsafe to rely on translations made by the Government Translator, who usually affects a high literary standard. The utmost care must be taken in selecting the right word or expression; and when once the vernacular equivalent of a term has been decided on, it should be used systematically wherever that term occurs. The English version of the rules does not differ much from that of the last Census, but the translations then made should not be accepted until they have been subjected to the most careful scrutiny. Before the vernacular version is finally decided upon it should be sent to selected officers and others for criticism. In some Provinces, where there are marked local differences of dialect, it may sometimes be desirable to print two versions of the forms and instructions, even where the language is nominally the same. Care should be taken that the vernacular translation of the Enumeration Book published in the Vernacular Gazette is that approved by the Provincial Superintendent.

and not one independently prepared by the Government Translator.

The Provincial Administration Reports of the last Census contain full discussions regarding the suitability of the translation then made and the phrases used. These should be referred to and the suggestions made should be carefully noted.

3. The Specimen Schedule.—Experience having proved the great utility of the Specimen Schedule as a means of bringing the instructions home to the Enumerators, the entries on the cover of the Enumeration Book have been arranged so as to leave the last two pages free for this purpose. The Specimen Schedule printed with the English version of the Enumeration Book contains examples that would be useful in a district of Bengal. Each Provincial Superintendent should select very carefully his own local examples, so as to illustrate the working of the rules and to obviate the doubts and misunderstandings which would otherwise be likely to arise. Special regard should be had to difficulties experienced in 1911. In Provinces where local conditions vary, separate Specimen Schedules should be prepared for different parts.

Enumerators are apt to follow the specimen schedule slavishly and care must be taken to give variety to the entries on this account. Thus in Central India it was found that the return of Animist Bhils who spoke Bhili was unduly large because the three entries referring to Bhils made them all Animist and Bhili speaking.

CHAPTER IV.

PAPER, PRINTING AND INDENTS.

1. **Paper.**—The paper for Schedules, Household Schedules, House Lists and Block Lists is Double Royal Badami, measuring 40" X 25" and costing Rs. 7 per ream of 32 pounds. Every sheet will give six of any one of the above forms, the measurement of which is 20" X 8 $\frac{1}{3}$ ".

The paper for Covers is Double Royal Brown Cartridge, measuring 41" X 25", costing Rs. 7-14-0 per ream of 42 pounds. Every cover (for back and front) is 41" X 8 $\frac{1}{3}$ " or one-third of a sheet. The extra inch is to allow for the contents of the book. A ream contains 480 sheets.

These rates have been obtained from the mills by special arrangement, and hold good only for paper supplied through the Controller of Printing and Stationery, Calcutta, as part of the Census contract. Provincial Superintendents should indent on this officer for their supplies, unless equally good terms can be obtained locally. In this case samples of the paper to be supplied should be sent to the Controller of Printing and Stationery for examination.

2. **Printing.**—The forms should be printed locally, if possible, at the Government Press. If there be no Government Press, or if it be unable to undertake the work, it will be necessary, either to employ a private press, or to arrange to have the work done at some other Government Press with the consent of the Government concerned.

In all cases, before any order to print is given, an estimate of the cost should be obtained and reported to the Census Commissioner for approval. In this connection attention is invited to Chapter II, Article 9.

3. In printing the forms, the following points should receive attention :—

- (a) The spacing and arrangement of the standard forms must be rigidly followed. There is, however, no objection to compressing the entries on the first half of the first page of the Cover, if this is necessary in order to provide more space for the 'Instructions to Enumerators.' The

entries in columns 1 and 2 of the Enumerator's Abstract can be transferred to the heading of the form if more space is needed for the Specimen Schedule.

- (b) The printing should be done 'dry.' Wetting will destroy the 'size,' or glaze on the paper, in which case, when written on, the ink will tend to soak through. For the same reason the paper must be stored in a dry place during the rains.
- (c) The whole Cover, back and front, must be printed in one piece. If this is not done a district may get a double supply of one part of the Cover and none of the other.

4. **Binding.**—At the last Census it was laid down that the Schedules and Block Lists should be sewn into the Covers locally, at the head-quarters of Charges or Circles, and this plan was followed in most Provinces and worked well. It should therefore be adopted again at the coming Census wherever possible.

In Madras, however, the Enumeration Books were bound at the Government Press. The system to be adopted on this occasion must be decided with reference to securing the greatest convenience and the greatest economy of forms.

5. **Indents.**—Indents for the forms in the Enumeration Books (Covers, Schedules and Block Lists) will be prepared on the basis of the final figures for houses and blocks in 1911. Indents on this basis can be sent in as soon as the Provincial Superintendents join their appointments. The number of forms used per hundred-houses or Blocks in 1911 varied a good deal in different Provinces and States, and the average of forms used comes out as a rule rather higher than the standard given at last Census which was:—

Covers—120 per 100 Blocks of the last Census;

Block Lists (including House Lists)—240 per 100 Blocks;

General Schedules (leaves not pages)—54 per 100 houses.

Subject to the experience of last Census as given in the Administration Report an attempt should be made to work to the above standard. In each case a percentage must be added sufficient to provide for the probable increase in the population

during the decade, or in the number of Blocks in areas where they were unduly large at the last Census.

The special attention of Provincial Superintendents is invited to the necessity of indenting for the paper required by them as soon as possible after they join their appointments. The printing should be taken in hand as soon as the paper is received. In one province great inconvenience was experienced at the last Census owing to delays in the supply of paper and in the printing of the forms and urgent action had to be taken at the last moment so as to save the situation.

In estimating the increase of population, allowance should be made for new areas which are to be dealt with at the coming Census. The estimate should be framed on fairly liberal lines, as any surplus supply can be utilised for slips and other purposes later on. The figures showing the number of houses and Blocks at the last Census should be examined to see if they are complete.

To provide for cases where two languages or characters are in use in a district, a certain proportion of the General Schedules might be printed with headings in both languages or characters. In the case of Nagari and Urdu, the one set of headings would be printed at the top of the form and the other set (which run in the opposite direction) at the bottom.

The scale given above includes the specimen forms to be given to Supervisors, *vide* Chapter V, Article 11. About five per cent of the total number of forms indented for should be kept in reserve, and the rest distributed direct to the districts.

6. Despatch of Forms.—In distributing forms care should be taken to send them by the cheapest route. The great bulk of the Covers, House Lists, Block Lists, and General Schedules (say 90 per cent of the estimated requirements) should be despatched so as to reach the districts (or tahsils, etc., as the case may be) by the end of September. The balance, together with Household Schedules and Boat and Travellers' Tickets and other minor forms, can be supplied after House-numbering has been completed and the exact requirements of each district are known.

Each box in which forms are packed should be numbered and a note made of its contents; and an invoice should be sent to the receiving officer showing the number of forms of each kind which each box contains. Even if all the forms for a district are sent to a single centre, it will usually be desirable to pack the forms for each tahsil or thana in a separate box or boxes.

It will greatly facilitate local distribution if the forms of each kind are tied up by hundreds before they are packed.

Instructions should be given to the receiving officers to open the boxes immediately on arrival and count their contents, in order to make sure that the proper number of *each kind of form* has been supplied. A receipt should then be sent at once to the press through the Provincial Superintendent.

The receiving officers should be warned to store the forms carefully in a dry place where they will not be injured by damp or white ants, and the boxes should be carefully preserved for use in packing the Enumeration Books for despatch to the central offices after the Census.

Superintendents should work out and decide on the basis of the experience of last Census the best method of ensuring punctuality and system in the matter of despatch of forms. In some Provinces the whole business of despatch was taken over by the Superintendent of Census. In others the despatch of forms was arranged for by the Press with the assistance of clerks specially deputed by the Census Superintendent to aid in counting, packing and despatching. In certain cases at last Census Railway Companies agreed to carry Census forms at reduced rates.

CHAPTER V.

CENSUS DIVISIONS AND AGENCY.

1. **General Village Register.**—The first step necessary in connection with the local arrangements for the Census is the preparation of the General Village Register, *i.e.*, a complete list of all the villages and hamlets in existence in each taluk, tahsil, thana, or whatever the local administrative unit may be, with the number of houses in each village, and the names of persons qualified to act as Supervisors and Enumerators. Without such a register it is impossible to make sure that no villages or hamlets are lost sight of. It is also impossible, without it, to make a satisfactory arrangement of Charges, Circles and Blocks. For this purpose it is necessary to know, not only the number of houses in each village, but also what persons are available to carry out the enumeration. This register should be completed *by the middle of June* at the latest.

In Provinces where there has been a recent survey, and where there are local revenue establishments, the preparation of the General Village Register is a comparatively simple matter, but elsewhere it is by no means easy to obtain a complete list of all villages and hamlets, and in some places arrangements have been made to begin the preliminary inquiries in the cold weather preceding the appointment of the Provincial Superintendents. Special care is required in areas where cultivation is constantly shifting and village sites are unstable.

2. **Form of General Village Register.**—The precise form of register will be prescribed locally, but it should conform generally to the following, which has been drafted on a consideration of the forms used in various provinces at the last Census.

Thana [*taluk, tahsil or township*].

[illegible]

In order to facilitate the formation of Circles and Blocks, the arrangement of villages in this register should be geographical. In the revenue registers there is often some other arrangement, *e.g.*, an alphabetical one, while sometimes there have been transfers of villages from one thana, etc., to another since the number was given. In such cases it is desirable to have an independent numbering of villages for the purpose of this register, but the number in the revenue registers should also be given for reference, and as a means of check.

Where the revenue village is unknown, and the residential village is taken as the Census village, columns 2 and 3 of this register will be omitted. In this case it is desirable to subdivide column 4 into two parts—(a) name of village and (b) names of dependent hamlets. Otherwise many hamlets will be treated as villages with the result that there will be wastage of forms and an unnecessary increase in the number of Blocks.

Special attention should be drawn in the instructions regarding the preparation of this register to the definition of house and village and to the class of persons to be entered in columns 7 to 10. Columns 11 and 12 will be filled in when the Charge Register is prepared. They will provide a cross reference to that register and a means of testing its completeness.

In the case of towns it will usually be convenient to show the ward in column 2, and the muhalla, etc., in column 4, column 3 being omitted.

3. Census Maps.—Wherever skeleton maps of tahsils (or thanas, etc.) showing village boundaries are available, the serial numbers of the villages in the General Village Register should be copied in pencil in the areas denoting each village, the number of houses being added in brackets.

Subsequently, when Circles are formed, the boundaries of each Circle should be indicated by a broad red line, and the number of the Circle noted in red ink within the area thus enclosed. Where the tahsil, etc., is subdivided into two or more Charges, the boundaries of each should be shown by a broad blue line. Each Charge Superintendent and Supervisor should be supplied with a copy of the portion of this map referring to his Charge or Circle. In the case of areas for which skeleton maps, as described above, are not in existence, rough traces should be prepared from the 1-inch survey map.

In cities and large towns maps are almost indispensable. As a rule such places have already been surveyed for municipal purposes, and large scale maps showing at least the masonry buildings are available. These can generally be adapted

for Census use. Enumerators in cities and large towns should be given rough sketch maps of their Blocks.

4. Formation of Census Divisions—Blocks.—The next step is to settle the number of Blocks into which each village is to be divided, to group the Blocks by Circles, and the Circles by Charges. The size of a Block depends on the number of houses of which the Enumerator can carry out the Final Enumeration between 7 P.M. and midnight. Experience has shown that fifty is the largest number he can deal with if the houses are fairly close together. Ordinarily the number should not exceed forty, but this rule must be relaxed where the supply of Enumerators is inadequate. As the village will be the unit of abstraction, care must be taken not to include different villages in the same Block. If two small villages adjoin, and there is only one Enumerator available for them both, they should be numbered as distinct Blocks and a separate Enumeration Book issued for each.

5. Circles.—The Blocks should next be grouped into Supervisors' Circles. The Circles must be of such a size that the Supervisors can exercise effective supervision over all the Enumerators and check the whole of the Preliminary Enumeration. Ordinarily about 10 to 15 Blocks, or from 400 to 600 houses, may be assigned to each Supervisor. The grouping should be carried out with the aid of the Census map, so that the Circles may be as compact as possible.

Care must be taken that the boundaries of Circles do not overlap the boundaries of administrative units for which separate figures have to be tabulated. For instance, in the United Provinces, it is necessary to ascertain the population of thanas as well as of tahsils. Consequently in forming Circles the thana boundaries must be borne in mind as well as those of the tahsil. It would probably be desirable to show these boundaries on the Census maps before proceeding to demarcate Circles. Similarly in towns parts of different wards should not be included in the same Circle. In the case of large towns, with a population exceeding 20,000 in 1911, the truly urban portion must be kept separate from the portion which is of a rural or suburban character.

6. Charges.—A Charge should ordinarily contain about 12,000 houses, but a great deal will depend on the agency available and on the size of the thana, tahsil or other administrative

unit. If that unit contains not more than 15,000 houses, it will not be advisable to split it up; but if it is larger than this, it should ordinarily be subdivided, or an Assistant Charge Superintendent appointed. In no case should a Charge lie partly in one thana, etc., and partly in another. Towns should in all cases be formed into separate Charges. This is necessary for tabulation purposes. There is, however, no objection to the same officer being made Superintendent of two adjoining Charges provided that the total number of houses does not exceed 15,000.

In cities the Charge should correspond, wherever possible, with some existing administrative division, such as a ward, or if that is not convenient, a thana. Except for strong reasons no change should be made in the Census divisions adopted for cities in 1911. It is very important, in cities, to be able to give comparative statistics not only for wards, but also for the smaller areas represented by Census Circles.

All the Charges in a district should be numbered serially. If they are known by names, or a combination of names and numbers, there is a danger of a charge being lost sight of, *e.g.*, when the provisional totals are under preparation.

Census divisions should be formed by the District Census Officer in consultation with the local staff, if possible at the head-quarters of the thana or tahsil. Great assistance will usually be derived from the maps and other records of the last Census.

7. The Charge Register.—Everything is now ready for the preparation of the Charge Register, or Register of Census divisions. The correct preparation of this register is a matter of the highest importance. It should be completed, at the latest, *by the end of July*. A separate Register should be opened for each Charge, consisting of as many forms as are required for the record of the Circles in that Charge, each Circle being commenced on a separate page. The following is

suggested as a convenient form for this Register, but the precise arrangement adopted will depend on local conditions :—

THANA
(OR TAHSIL, etc.)

CHARGE NO.
NAME OF CHARGE—
SUPERINTENDENT.

CIRCLE NO.
NAME OF SUPERVISOR.

1	Name of Village.
2	Serial number of Village in General Village Register.
3	Serial number of Block.
4	Number of houses in Block.
5	Name of Enumerator.
6	Date of completion of House numbering.
7	Date of testing of House numbering by Supervisor.
PRELIMINARY RECORD. DATE OF	
8	Commencement.
9	Completion.
10	Supervisor.
11	Charge Superintendent.
12	REMARKS.

In the first instance only columns 1—5 will be filled in. The entries in columns 3 to 5 should be made in pencil. They will be made in ink after House-numbering, when more accurate figures are available and the persons selected to serve as Enumerators have been finally determined. When finished the Charge Register should be carefully compared with the General Village Register, and columns 11 and 12 of the latter should then be filled in. The Charges should be numbered serially for the whole district, the Circles for the Tahsil, etc., and the Blocks for the Circle or (if preferred) the Tahsil. A space should be left after the entries for each village, to permit of the entry, if necessary, of an additional Block or two later on.

NOTE.—Printed forms should be supplied for this Register, 5 or 6 forms being required for each Circle; see article 11 below.

8. Paragraphs 1 to 7 above lay down the standard procedure for dividing the country into Census divisions and for recording these divisions. In very large areas, including most of the United Provinces and Central Provinces and parts of the Punjab, the administrative divisions for purposes of

revenue and land record will form a natural basis for the Census organization of Charges and Circles, and the officers in charge of these revenue divisions (Inspectors or Kanungos and Patwaris) are immediately available as Charge Superintendents and Supervisors. In such cases a simpler procedure can be adopted. The General Village Register is not necessary, though it is essential to have a clear record at the headquarters of the district showing the details of the Census organization. The proceedings can start with the preparation by the patwaris under the supervision of the Inspector or Kanungo of the Circle Register showing the organization of his Circle. Copies of these circle registers can be compiled into a Charge Register and copies of the Charge Register can be sent to the headquarters of the Tahsil or Taluq and District as may be considered necessary.

NOTE.—Whichever system is adopted an attempt should be made to devise a single form for the record with the Supervisor and Charge Superintendent so as to save unnecessary printing.

9. Abstract of Charge Register.—As soon as the Charge Register has been completed, and in any case *not later than the middle of August*, an abstract should be sent to the Provincial Superintendent based on some such form as the following:—

District (or State)

Thana (Tahsil, etc.)

Serial number of charge.	NUMBER OF				AVERAGE NUMBER OF			REMARKS.
	Villages.	Houses.	Blocks.	Circles.	Houses per Block.	Houses per Circle.	Houses per Charge.	
1	2	3	4	5	6	7	8	9

As already explained, the original supply of forms to be issued for each district should be calculated on the basis of the figures of the last Census, without waiting for this statement. The main object of

the return is to enable the Provincial Superintendent to see whether the size of Blocks, etc., is suitable, and to take timely action where any changes in the scheme appear to be called for. It will also enable him to see how far his original estimate of the quantity of forms required for the district was adequate, and to arrange for a supplementary supply in cases of marked deficiency. He will ordinarily, however, await the corrected return referred to in Chapter VI, Article 7, before despatching the final consignment of forms.

10. Census Officers—Charge Superintendents.—

The Charge Superintendents must always be officials, except in municipalities, where the Chairman may be appointed to this post. The class of officer selected must vary according to local conditions. In most provinces the arrangements made in 1911 were suitable, and should be followed on the present occasion. Charge Superintendents should be appointed *by the beginning of July*, so that they may assist in the formation of Blocks and Circles, and the selection of the subordinate Census staff. Each Charge Superintendent should be supplied, as soon as it is ready, with a copy of the Charge Register and of the Census map of his Charge.

He should then go carefully over his Charge, examining on the spot the arrangement of Circles and Blocks, and satisfying himself as to the fitness of the persons named as Supervisors and Enumerators. He should report to the District Census Officer any changes which seem desirable *not later than the end of August*.

NOTE.—In special cases, e.g., where the ordinary work of the Charge Superintendent is unusually heavy, it may be expedient to give him an Assistant Charge Superintendent, but as a rule it is better to avoid dividing the responsibility in this way.

11. Supervisors and Enumerators.—

Supervisors should, as far as possible, be officials; but in Provinces where there is no local revenue staff it will be necessary to rely largely on private persons. Great care will be necessary in the selection of the latter. They should be men of intelligence and local standing, who can not only master the rules but can also control their Enumerators. The accuracy of the Census record will depend very largely on the class of men employed as Supervisors. In towns Municipal Commissioners may be selected with advantage for this duty. The Enumerators must, necessarily, for the most part, be non-officials.

Schoolmasters, Students of Colleges and the older boys at Schools often make keen and capable Enumerators and if the interest of the

local Schoolmaster can be secured the task of instructing the staff is very much simplified.

Supervisors and Enumerators should be appointed *in September*, as soon as possible after the receipt of the Charge Superintendents' final recommendations, by a formal letter of appointment issued under the Census Act, which will confer on them the status of public servants and render them liable to penalties if they neglect their work or abuse their position.

As soon as he is appointed, each Supervisor should go round the boundaries of his Circle with the Supervisors of the adjoining Circles to make sure that there is no misunderstanding regarding their respective jurisdictions. He should be given a copy of the Census map of his Circle, a bound copy of the Enumeration Book containing a form of Block List and five or six General Schedules, a copy of the "Instructions to Supervisors" and a copy of the pages in the Charge Register which refer to his Circle. This last form will constitute his Circle Register. Columns 1 and 2 should be filled up in ink before issue to him and columns 3 to 5 in pencil. The Supervisor will himself make the final entries in these and the remaining columns later on, *vide* Chapter VI, Article 7.

A sufficient number of these forms should be printed in the vernacular to supply (1) as many copies of the Charge Register as are required for the use of the Charge Superintendent and at headquarters and (2) as many copies of the Circle Register as are required for the use of Supervisors, with an allowance for re-writing the Registers where the Census arrangements have been altered.

12. Government Servants and the Census.—It is an accepted principle that all Government servants are bound to assist in the work of taking the Census, when called upon to do so by the Census officers. The Government of India recognize, however, that special reasons may exist for exempting particular officials or classes of officials from this obligation, as, for instance, those who will be on duty on the night of the Census; while the services of others can probably be utilized only to a limited extent, varying according to circumstances. It will be necessary in certain cases that orders should be issued defining the obligations of all the officials concerned.

In Education Department letter No. 61, dated the 13th July 1920, Local Governments were requested to draw the attention of all Heads of Department to the principle above explained with a view to the issue by them of suitable orders to the officials serving under them.

At the last Census in most Provinces the courts and other public offices were closed for a few days about the time of the Census in order that the officials employed in them might be able to co-operate. Provincial Superintendents should move their Local Governments to take similar action on the present occasion. The dates for closing should be fixed with reference to local conditions ; but, generally speaking, it may be said that the assistance of extra hands is most needed on the day of the Census, when the Preliminary Record is checked and brought up to date, and on the day following, when the Provisional Totals are being compiled.

13. Payment of Census Officers.—Except in very special cases where local men are not obtainable, Supervisors and Enumerators are expected to give their services gratuitously. The principle that Census work is a public duty imposed in the interests of the community has always been enforced and is recognised in the Census Act.

Paid men should never be employed, except where they have to work at a distance from their own houses, and then only with the previous sanction of the Provincial Superintendent. After the Census, Charge Superintendents should report the names of all Supervisors and Enumerators who have worked well, and suitable certificates should be given to them in recognition of their services.

CHAPTER I

HOUSE-NUMBERING.

1. **Definition of house.**—The first step is to instruct the Census staff as to what is meant by a house. (See Chapter I, Article 26.) The definition locally adopted should be printed on the back of the letters of appointment of Supervisors, and Enumerators. Charge Superintendents should collect their Supervisors at convenient centres and give them a practical training by numbering the houses in a typical village.

2. **House-numbering** Should be commenced everywhere on the date fixed by the Provincial Superintendent, which should usually be *not later than the middle of October*. The numbers should run in a continuous series throughout the village (or ward). The work should be commenced in each village by the Supervisor in person, and the whole of it must be carried out under his close supervision. The numbers should be given in the order in which it will be most convenient for the Enumerators to go round their Blocks on the night of the final Census. In addition to the ordinary dwelling houses, care must be taken to affix numbers to temples, serais, encampments, mooring *gháts*, and other similar places where any one is likely to be sleeping on the night of the Census. House-numbering should be completed everywhere *by the 15th November*.

In some Provinces the houses are numbered by the village officers and not by the enumerators.

In some Provinces it has been the practice that houses should be numbered serially for each Block, and not for the whole village. The advantage claimed for this system is that the House List can be stitched into the Enumeration Book instead of extracts from it being copied into Block Lists. The original House List, however, is certain to get smudged and torn, and a copy would in any case have to be made. Moreover, if houses are numbered by the Block it is very difficult afterwards to make any change in the arrangement of Blocks, *e.g.*, in cases where it is found desirable to appoint an additional Enumerator. This, however, is a matter in which uniformity is not essential, and in some cases, *e.g.*, when hamlets are scattered, it may be convenient to number by the block or hamlet.

3. House Lists.—Concurrently with the numbering of the houses the House Lists should be written up. The necessary forms should be issued to the Supervisors with their letters of appointment. They should be completed *by the 15th November*.

The House List is in the same form as the Block List and it is not necessary to print separate forms. A double heading

House
Block

 List can be used, the word not wanted being scored out in each case.

4. Substances used for numbering.—A variety of substances have been used for numbering houses in different provinces, such as red or yellow ochre, *gāb* juice, charcoal mixed with lamp oil, lime, coal-tar, etc. Whatever material is selected should be readily procurable on the spot. Where huts are made of wattled bamboos a small space should be plastered with mud, and the number painted on the plaster. Huts made of interwoven leaves cannot be dealt with thus; and in that case the numbers must be painted on bits of wood or tin, tiles, earthen pots, etc., which can be hung on to the eaves. Paper tickets should not be used.

NOTE.—In the case of ancient monuments, if they are likely to be occupied on the Census night and it is therefore necessary to affix a number to them, care should be taken to do so in such a way that the mark is easily removable afterwards, *e.g.*, by the use of chalk or some other similar substance or in the manner indicated above for *kachcha* huts.

5. Delimitation of Blocks.—When all the houses have been numbered, the Supervisor should make a final distribution of the houses in each village amongst the Enumerators already appointed. He should note in the Remarks column of his Circle Register (Chapter V, Article 11), the numbers of the first and last houses assigned to each. In the event of the number of houses ascertained by actual counting exceeding the number previously reported to such an extent as to necessitate the employment of additional Enumerators, the Supervisor should at once inform his Charge Superintendent, and name the persons he proposes should be appointed. He should also, if necessary, submit proposals for the formation of special Blocks of the kind mentioned in Article 6 below. Each Charge Superintendent must satisfy himself, as far as possible by local inspection, as to the suitability of the arrangements made by the Supervisors under him.

6. **Mooring Ghats.**—In the course of House-numbering the Supervisor should ascertain what camping grounds and mooring-*gháts* there are near each village, and decide in what Blocks they are to be included, making a note thereof in the Remarks column of his Circle Register. If the number of boats at any *ghát* on the night of the Census is likely to exceed ten, he should move his Charge Superintendent to have special Enumerators appointed for it, at the rate of one for every twenty boats, and should show it as a separate Block or Blocks in his Circle Register. Camping grounds and *serais* where many travellers are likely to be collected must be similarly dealt with.

7. **Corrected Return of Houses.**—When the arrangement of Blocks has been finally settled, the Supervisor will ink in columns 3 to 7 of his Circle Register and send a copy of columns 1 to 5 to his Charge Superintendent with a note showing the number of Household Schedules required for Europeans and Anglo-Indians. The Charge Superintendent will correct his Charge Register accordingly, and will send to the District Census Officer an Abstract in the form given in Chapter V, Article 9, noting in the Remarks column the number of Household Schedules required. The latter will compile a revised Abstract for all the thanas (tahsils, etc.) in the District and transmit it *not later than the 30th November* to the Provincial Superintendent, in order to enable him to prepare his final indent for forms. The punctual submission of this corrected return is a matter of very great importance.

8. **Testing of House-numbering.**—During the whole time that House-numbering is in progress, the Charge Superintendents and other inspecting officers should be constantly on the move, inspecting the work, correcting mistakes, and seeing that no houses are left unnumbered, or omitted from the House Lists. Any new house that may be brought to light should be given the number of the house after which it is most convenient that it should be visited on the night of the final Census, with the addition of a letter to distinguish it. It should be entered in the House List after the same number.

As new houses are constantly being erected, these inquiries should be continued up to the very day of the Census. The village choukidars and other local officials should be

questioned closely on the subject whenever opportunity occurs. In towns, the town police and chaukidars, the municipal staff of tax collectors, etc., should be called on to report all omissions that may come to their notice. The testing should be specially searching in the case of chars, islands and jungle tracts.

9. **Special rule for towns.**—In towns where the houses have been numbered by the municipal authorities, the latter should be invited, if necessary, to correct their scheme of numbering so as to simplify it or bring it up to date. Where the houses have not yet been numbered, it may be advisable to move the municipal authorities to have the Census numbers affixed in some permanent fashion and to adopt them for future use in their assessment lists, etc.

It may be that the municipal system of numbering is not suitable for Census purposes, either because of the definition of house on which that numbering is based, or because of the arrangement of numbers. It is often more convenient for Census purposes to number houses by the *mohalla* rather than by the street. This matter should be considered locally. In some provinces the municipal vaccinators can be employed for House-numbering.

CHAPTER VII.

THE PRELIMINARY ENUMERATION.

1. **Distribution of forms.**—On receipt of the corrected return of houses and Blocks referred to in Chapter VI, Article 7, the District Census Officer will proceed at once to distribute the forms thereby shown to be needed, so far as the number already supplied to him permits. The precise manner of distribution should be settled by the Provincial Superintendent. The following system is suggested as likely to prevent wastage of forms, while leaving a sufficient margin for emergencies:—Each Charge Superintendent to receive 110 Covers and Block Lists per 100 Blocks and 50 General Schedules per 100 houses, the balance of the district supply being kept as a reserve at headquarters. The Charge Superintendent to give to each Supervisor 105 Covers and Block Lists per 100 Blocks and 45 General Schedules per 100 houses, keeping the balance as a local reserve. The Supervisor to give to each Enumerator one Cover and Block List together with one-third as many General Schedules as there are houses in the Block and two extra Schedules as a margin. Any Enumerator finding himself in need of more forms would get them from his Supervisor; the latter, should his supply be exhausted, would get it replenished by the Charge Superintendent who, in his turn, would apply to the District Census Officer. After the close of the preliminary Enumeration the Supervisors should see that each Enumerator has sufficient forms for the Final Enumeration (see Chapter VIII, Article 2). The counting of forms for distribution should be done very carefully, as otherwise there is sure to be great waste.

Provincial Superintendents will draw up their own instructions regarding the sewing of the Schedules and Block Lists into the Covers. In some Provinces this is done by the Charge Superintendent; elsewhere by the Supervisor, and elsewhere again by the Enumerator himself. The Supervisor must see that the Descriptive Particulars on the Cover, and the headings of the Block List and the General, and Household, Schedules are correctly filled in.

2. **Training the Census Staff.**—In order to secure correct entries in the various columns of the Schedule, it is

essential that the Supervisors and Enumerators should be very carefully and systematically trained beforehand. It is not sufficient to supply them with printed rules and instructions. The officers engaged in inspecting and testing the House-numbering should take every opportunity of teaching them what entries are required; and training centres should be formed at all places where a suitable agency is available. The precise arrangements for imparting the necessary instructions will vary according to local conditions. The great point to remember is that they must filter down from the District Officer to the Enumerators; the Supervisors must not try to teach the Enumerators until they have first been taught by the Charge Superintendent or some other officer, and the latter again should himself receive instruction before attempting to train his Supervisors.

3. Method of Instruction.—The best way of imparting the necessary knowledge of the rules is by carrying out test enumerations and explaining the mistakes that thus disclose themselves. A small number of blank Schedules is supplied for this purpose (Chapter V, Article 11). If these prove insufficient, further instruction should be given on plain paper. Too much stress cannot be laid on the great importance of an extended and methodical training of the whole Census Staff.

NOTE.—It is a good plan, in the first place, to distribute to Charge Superintendents a copy of the Instructions to Enumerators and four or five loose General Schedules, and direct them to fill these in personally. The Charge Superintendents should then be collected at convenient centres, and the mistakes which they are found to have made should be pointed out to them. They should then adopt a similar procedure with their Supervisors, but it should be born in mind that the latter must not be asked to attend at centres far away from their homes. They are, for the most part, a volunteer agency; and care must be taken not to cause them unnecessary trouble or inconvenience. In one Province at last Census these experimental schedules were sent to the Superintendent of Census who issued a note giving the principal mistakes found in them.

4. The Preliminary Enumeration.—Having been fully posted in their duties as described above, each Enumerator should copy into his Block List all the entries in the House List that relate to houses in his Block. He should commence his first round on a date to be fixed by the Provincial Superintendent, which should usually be *about the 10th of February* and a fortnight or so later in towns. He should visit each house in the order shown in the Block List and enter in his Schedules the necessary particulars for all persons ordinarily living there.

The experience of previous Censuses shows that, however careful the instructions may have been, the Schedules will be full of erasures and corrections unless the Enumerator takes the precaution of making the original record on blank paper and getting it corrected by his Supervisor before entering it in his Enumeration Book. This was done in practically every Province in 1911 and it should be the rule on the present occasion.

NOTE.—Occasionally the preliminary record, like the house-numbering, is carried out by the village officers, the Enumerators usually accompanying them.

5. Testing the Preliminary Record.—From the commencement of the Preliminary Record until the 18th March the closest supervision should be exercised, not only by the Supervisors and Charge Superintendents, but also by all other officers who can by any means be spared for the purpose. The Preliminary Record should be completed *by the 1st of March* (a fortnight later in the larger towns), and during the period between that date and the Final Census, special efforts should be made to examine and correct as much as possible of the Enumerators' work. About 95 per cent. of the entries made at the Preliminary Enumeration will be the same as at the Final Census, so that if this part of the work be accurate, there will be very little room for error in the final returns. The degree of accuracy attained will be in exact proportion to the amount of supervision exercised by superior officers.

6. Manuals for Charge Superintendents and Supervisors.—Manuals of instructions for the use of Charge Superintendents and Supervisors should be drawn up by the Provincial Superintendent. The Manuals issued in 1911 will furnish a useful model. These Manuals should deal with all stages of the work, from the time when the Charge Superintendents and Supervisors respectively are appointed. They should include full instructions for House-numbering, the issue of forms and the binding of Enumeration Books. Great stress should be laid on the necessity for training the Enumerators and testing their work, and for seeing that all Enumerators clearly understand their boundaries, and that no houses or hamlets are lost sight of. The arrangements for getting in the first totals must also be clearly explained, and stress laid on the great importance of promptitude in this matter.

NOTE.—The Manual for Supervisors should be translated into the various Provincial vernaculars, care being taken to see that the same nomenclature is used as in the "Instructions to Enumerators." The Manuals might contain a list of the mistakes most commonly found in the schedules of the last Census.

7. Supplementary Instructions.—The rules for filling up the Schedule which are printed on the Cover of the Enumeration Book are necessarily somewhat brief. There is a danger, if they are too full, of their remaining unread by the Enumerators, or of important matters being overlooked. The following additional instructions regarding the Preliminary Record should be incorporated in the Manuals for Charge Superintendents and Supervisors.

It has been suggested by several of the Superintendents of the last Census that the rules should not be printed on the cover but issued separately to the enumerators in a more complete and elaborate form. It is doubtful, however, whether the enumerators would read such instructions and in any case detailed explanations are much more effective if conveyed orally. The printing of the main rules on the cover ensures that the enumerator always has by him the essential instructions, since he cannot carry out the enumeration without his book. There is no objection, however, to the supervisors dictating the supplementary instructions to their enumerators or, if the Superintendent thinks it advisable, to their issue in a separate sheet or pamphlet to the enumerators.

(1) No entries will be made by the Enumerator for persons to whom Household Schedules are issued. These Schedules should be distributed by the Enumerators two or three days before the Final Census and the fact should be noted in the Block List. They should be collected on the morning of the 19th of March, and bound up in the Enumeration Books before the Enumerator's Abstract is prepared.

(2) Only one line should be left blank after the entries for each house. This line can be used for any additional entry made before the Final Enumeration. If there is not room for all the entries of a house on the remaining lines of a page, they should be commenced on that page and continued on the next, the number of the house being repeated in Column 1 and the word 'continued' added.

(3) Chaukidars and persons spending the night in shops should be enumerated in the building where they sleep. It is only persons who are employed *out of doors*, such as persons fishing or watching their crops, policemen on their beats, and railway officials on trains who are to be treated as present in the house where they live and take their meals.

(4) The answer which each person gives about his religion must be accepted and entered in Column 4, but care must be

taken not to enter Jains and Sikhs as Hindus. If a man says that he is a Jain or a Sikh, he should be entered as such, even though he also says that he is a Hindu. Some Jains consider that they are Hindus, and others do not; but what it is desired to ascertain at the Census is the total number of Jains, and this cannot be done if some of them are entered under the general head 'Hindu'. Similarly Brahmos and Aryas should be recorded as such.

Great care should be taken to get a correct return of Christian sects, and to eliminate vague entries such as 'Protestant'. Usually there are only one or two missions at work in a district, and local instructions should be given as to the way in which the adherents of each mission are to be entered.

NOTE.—Experience has shown that the return of sect for Indian Christians will be very incomplete unless special precautions are taken beforehand. The co-operation of the heads of the missions at work in each district should be asked for, and they should be requested to take steps to explain to their converts how they should return themselves. The Supervisors and Enumerators should also be carefully instructed as to the sects likely to be met with in their Circles and Blocks. As far as possible the record for all Blocks where Christians are numerous should be prepared by Enumerators of that religion, and should be examined by the Charge Superintendent or other qualified officer, who should satisfy himself that the real sect has been entered.

(5) Eunuchs should be entered in Column 5 as males; so also hermaphrodites.

(6) A woman who has never been married must be shown in Column 6 as unmarried, even though she be a prostitute or concubine. Persons who are recognised by custom as married are to be entered as such, even though they have not gone through the full ceremony, *e.g.*, widows who have taken a second husband by the rite variously known as *pāt*, *sagai*, *karāo*, *dharewa*, *nātra*, *etc.*

(7) Enter the age as it will be on the 18th March. Note that the number of years actually completed must be entered, and not the current year of age. Be careful that the word 'infant' is entered for children less than a year old, and not the number of months, which may be mistaken for years by the abstractors. Absurd replies about age should not be accepted. The Enumerator should enter what appears to him to be the real age of each individual.

(8) Great care must be taken to see that the real caste is entered in Column 8 of the Schedule, and not the name

of a sub-caste, exogamous group or title, or a word merely indicating locality or occupation. Thus Baniya is a functional term, including many different castes, such as Agarwal, Oswal, Mahesri, etc. Words like Bengali, Hindustani, Madras and Nepali must be rigorously tabooed. Sikh is not the name of a caste but a religion. Musalmans are divided, not only into racial groups, such as Shekh, Saiad, Moghal and Pàthan, but also into functional groups such as Jolaha, Dhúnia, etc.

Provincial Superintendents should draft detailed instructions on this point after a careful study of the errors made at previous Censuses.

In every province a Caste Index was compiled and circulated at the last Census with excellent results. It was usually divided into two parts, (a) a list of genuine castes and tribes with notes regarding their habitat, traditional occupation and language, and (b) a list of sub-castes, titles, etc., with the names of the castes to which they probably refer. These caste indices will be found among the records of the last Census and are in some cases bound up as appendices of the Provincial Report or the Administrative Report: They should be brought into use on the present occasion.

(9) The entry of occupation in Columns 9 to 11 of the Schedule is another matter requiring special care. Only those women and children will be shown as workers who help to augment the family income. A woman who looks after her house and cooks the food is not a worker but a dependant. But a woman who collects and sells firewood or cowdung is thereby adding to the family income, and should be shown as a worker. So also a woman who regularly assists her husband in his work (*e.g.*, the wife of a potter who fetches the clay from which he makes his pots), but not one who merely renders a little occasional help. A boy who sometimes looks after his father's cattle is a dependant, but one who is a regular cowherd should be recorded as such in Column 9. It may be assumed, as a rough and ready rule, that boys and girls over the age of 10 who actually do field labour or tend cattle are adding to the income of their family and should therefore be entered in Column 9. Boys at school or college should be entered as dependants. Dependants on a joint family, the members of which follow different avocations, should be entered in Column 11 under the occupation of the member who contributes most largely to the family income.

Domestic servants must be entered as cook, bhisti, etc., in Column 9 and not in Column 11 as dependants on their master's occupation. Persons temporarily out of employ should be shown as following their previous occupation.

Whenever large gangs of coolies are employed on earthwork of any kind, special instructions should be given to the Census Staff to enter not only the word "earthwork" but also the nature of the undertaking (railway, road, canal, etc.) in connection with which it is being done.

(10) Where a man has two occupations, the principal one is that on which he relies mainly for his support and from which he gets the major part of his income. A subsidiary occupation should be entered *if followed at any time of the year*. Only one subsidiary occupation (the most important one) should be entered in Column 10.

NOTE.—In cases where a person with private means follows some occupation, that occupation should be entered in Column 9 and the source of this private income in Column 10.

(11) Stress must be laid on the importance of avoiding vague words like 'labour' or 'service' or 'shopkeeping.' The Enumerator must enter the exact kind of labour or service, and the nature of the goods sold. In the case of service it is necessary, not merely to distinguish Government service, railway service, municipal service, village service, service in a shop or office, and domestic service, etc., but also to show the exact occupation followed, *e.g.*, in the case of Government service, whether Collector, or Army Officer, or Civil Court Clerk, or Police Inspector, etc. In the case of clerks the occupation of their employer must be shown, *e.g.*, lawyer's clerk. Persons living on agriculture must be distinguished as landlords, or rent receivers, and actual cultivators, or rent payers. Where a person cultivates part of his land and sub-lets part, he should be shown in Column 9 as a cultivator and in Column 10 as a landlord, if he gets the greater part of his income from the land which he cultivates himself, and *vice versa*. Gardeners and growers of special products, such as betel, cocoanut, etc., must be shown separately. Persons whose income is derived from the rent of houses or land in towns should be distinguished from those who derive it from agricultural land.

(12) The entry of birth-place requires special attention, especially in places where immigrants are numerous, *e.g.*, in

big cities like Calcutta, Bombay and Rangoon, the tea gardens of Assam, etc. It is necessary to record the district or State of birth (and not the name of a tahsil or village) and to add the name of the Province in the case of persons born outside the Province of enumeration. It should be considered whether, in special cases where the Enumerators would otherwise make many mistakes, it would not be desirable to supply Charge Superintendents and Supervisors with lists of the Districts and States from which the immigrants chiefly come.

NOTE.—It would be convenient to give in the Manuals for Charge Superintendents and Supervisors an alphabetical list of all the Districts and States in India with the Province and Agency in which they are situated.

(13) A person should not be entered as literate unless he can write a letter to a friend and read the answer to it.

(14) Care is needed to prevent the entry of persons suffering from leucoderma or white leprosy and other infirmities not falling within the scope of Column 16.

CHAPTER VIII.

THE FINAL ENUMERATION OR THE CENSUS.

1. **General.**—The Census is the process of checking and correcting the record of the Preliminary Enumeration by striking out the entries relating to persons who have died or gone away and entering the necessary particulars for newly born children and new comers, so that it shall correspond with the state of facts actually existing on the Census night. It will commence at about 7 p.m. on the evening of the 18th March and should be completed, if possible, by midnight. In order to secure reasonable expedition, and to reduce the number of alterations to a minimum, proclamations should be issued some time beforehand asking people to avoid fixing that date for weddings and other social or religious ceremonies, and to stay awake at home with a light burning until the Enumerator has visited them. In selecting the date for the Census, special care was taken to avoid days known to be propitious for marriages, and the proclamation will, therefore cause no inconvenience.

2. **Procedure.**—Care must be taken beforehand to see that each Enumerator has a sufficient number of unused Schedules for new entries. In ordinary rural Blocks a couple of Schedules will suffice, but more will be needed where there are camping grounds, mooring *gháts* and the like. Travellers' Tickets should also be supplied in advance, where this is necessary in order to prevent double enumeration. Special stress must be laid on the necessity of making particular inquiries as to new arrivals and newly-born infants. All local officials should be warned beforehand to give assistance to the Census staff.

While the Final Enumeration is in progress the Supervisors should visit as many of their Enumerators as possible to see that the work is going on satisfactorily. They should pay special attention to Blocks where new entries are likely to be numerous.

3. **The Enumerator's Abstract.**—On the morning of the 19th March, the Enumerators of each Circle after collecting any household schedules that may have been issued to persons residing in their blocks, should meet their Supervisor at some place, previously selected by him. The Supervisor should then—

- (1) compare the number of Books produced with the number of Blocks in the Circle and see that he gets a book for every Block ;

- (2) see that the Household Schedules shown by the Block List to have been issued have been duly collected and sewn into the right Book, and that all loose Schedules are accounted for ;
- (3) read every entry made at the Final Enumeration and correct any obvious errors or omissions ;
- (4) have the number of occupied houses and males and females independently added up on separate pieces of paper by the Enumerator of the Block and another Enumerator. If the totals thus ascertained agree, they may be accepted as correct and entered in the Enumerator's Abstract at the end of the Book. If they differ the Supervisor must check the figures himself.

NOTE.—It has been found that the Household Schedules are often filled in very badly. Such arrangements as are practicable without materially delaying the preparation of the Provisional Totals and the collection and despatch of the Schedules should therefore be made for correcting them after the Census has been taken. The columns in which errors are most likely to occur are those showing religion and occupation. Where the Enumerator is a European or Anglo-Indian he should be instructed, at the time of collecting the Schedules, to examine them with a view to the correction of any obvious errors in consultation with the head of the household. In other places where Europeans and Anglo-Indians are numerous, the necessary examination should be made by the Supervisor, Charge Superintendent or otherwise as may be most convenient locally. In any case, however, the examination must not be allowed to interfere with the prompt despatch of the Provisional Totals and must be completed within two days or three at the outside.

4. The Circle Summary.—When all the Enumerators' Abstracts have been completed and found to be correct, the Supervisor should select his two best Enumerators and with their assistance prepare the Circle Summary in the following form, of which the headings and columns 1 and 2 should have been filled in beforehand :—

CIRCLE SUMMARY.

<i>District.</i>		<i>Charge.</i>	<i>Circle.</i>		
Name of village or ward.	Serial Number of Block.	Number of occupied houses.	PERSONS.		
			Males.	Females.	Total.
1	2	3	4	5	6
CIRCLE TOTAL	...				

NOTE.—Printed forms should be supplied for the Circle Summary, two forms being required for each Circle. The Enumerator's Abstracts should be torn out of the Enumeration Books, arranged in serial order and stitched to the Circle Summary.

He must then arrange all the Enumeration Books of his Circle in the serial order of Blocks ; tie them up neatly, placing on the top a duplicate copy of the Circle Summary and his Circle Register corrected up to the 18th of March, and personally deliver the packet to his Charge Superintendent at the place previously fixed by him, which should be chosen with special reference to its accessibility from all parts of the Charge. The Charge Superintendent must satisfy himself that a Book has been given up for every Block in the Circle and that the figures shown in each Enumerator's Abstract have been correctly posted in the Circle Summary.

In the case of remote Circles where the above procedure is likely to cause delay, the Supervisor will send his Circle Summary ahead of the Books by the quickest means available to the Charge Superintendent, so that this latter may incorporate the figures in his Charge Summary.

5. The Charge Summary.—The Charge Superintendent must compare each Circle Summary with the Circle Register and with the Enumerators' Abstracts, in order to make sure that no Block has been accidentally omitted, and that the Enumerators' figures have been correctly posted. He must have the totals of each Circle Summary checked independently by two Supervisors, in the manner prescribed for Enumerators' Abstracts. He will then post the totals of the Circle Summaries in his Charge Summary, add them up with the help of his most intelligent Supervisors on the system of double check already referred to, attach to the Charge Summary all the Circle Summaries for the Charge arranged in serial order, and send the entire set of Summaries to the district headquarters by the quickest possible route, which should be settled beforehand by the District Officer.

After despatching the Summaries the Charge Superintendent will look through the entries made in the Schedules at the Final Enumeration and satisfy himself that there are no serious errors or omissions. Should any such come to notice, he will order the Supervisor concerned to have them rectified. This must be done within two days at the outside. When everything appears to be in order, the Charge Superintendent will arrange the Enumeration Books by Circles, give the Supervisors their receipts, and carry out the instructions

as to despatching the Books which should be given him beforehand by the District Officer.

NOTE.—The Charge Summary will be in the same form as the Circle Summary omitting Column 1 and the word Circle in the general heading, and substituting the word 'Circle' for 'Block' in the heading of Column 2. As a precaution against omissions the circle numbers must be entered beforehand in Column 1 of the Charge Summary.

6. The Provisional Totals.—On receiving the Charge Summaries, the District Census Officer should at once have them compared with the Circle Register and Circle Summaries to see that the latter have been correctly posted and that no Circle has been omitted. The addition of each Summary must be carefully checked. The figures for each charge should then be posted in a Summary for the District, care being taken that no Charge is omitted and that the figures entered are those showing the grand total for each Charge and not merely that of one page of the Charge Summary. Special care must be taken to include the figures for cantonments, railways, boats, factories, mills, etc.

The Totals should be made up by two clerks working independently. When they have been examined and passed as correct, the result should be reported by telegraph *in words* to the Census Commissioner, and to the Provincial Superintendent, thus:—

District....., Houses....., Males....., Females.....,
Total.....

The District Census Officer will be held specially responsible for the accuracy of the figures telegraphed. If the above instructions are carefully followed there should be no room for error.

The registered telegraphic address of the Census Commissioner for India is Censicommr and that of the Provincial Superintendents, Census Bengal, Census Madras, etc.

At previous Censuses mistakes in the Provisional Totals have been due, not so much to errors on the part of the Enumerators as to (a) omissions of entire units, such as Circles or Blocks, (b) incorrect totalling by Supervisors and Charge Superintendents, (c) the posting in the District Summary of the figures at bottom of the first pages of the Charge Summary instead of the grand total. Special precautions must be taken to prevent the occurrence of such mistakes.

In Provinces where the subdivisinal system is highly developed there is no objection to the Subdivisinal Officer collecting the

Charge Summaries relating to his Subdivision and telegraphing his Subdivisional total to the District Officer should this procedure be considered more expeditious.

7. Provisional Totals of Cities.—The provisional Totals of Cities (including cantonments attached to them) should be reported like those of districts. Where a City is not a Presidency Town, its population must also be included in the population of the district in which it is situated. The facts of its inclusion should be expressly stated in the telegram.

8. Publication of results.—The totals of each District, with the name of the district officer, will be published on receipt of the telegram referred to in Article 6. Provincial Superintendents are requested to send to the Census Commissioner during February 1921 lists of Districts with the names of the District Officers. In Rajputana and Central India the names of the Census Superintendents of the individual States should be reported. If judicious arrangements are made everywhere, and remote areas are dealt with in the manner prescribed in Article 9, the District telegrams are to reach the Census Commissioner within a week of the Census at the latest.

9. Remote areas.—In order that the publication of the general total may not be delayed owing to defective local arrangements, Provincial Superintendents should call upon all District officers to issue precise instructions to each Charge Superintendent and Supervisor, regarding the manner in which he is to collect and send on the figures, so as to ensure the greatest possible expedition. They should submit to the Provincial Superintendent a concise note showing the arrangements made by them. They should at the same time report what parts, if any, of their districts are so situated that there is a danger of the Charge or Circle Summaries not reaching headquarters in time for the district totals to be telegraphed to the Census Commissioner and the Provincial Superintendent by the 25th March. In such areas the Supervisors should be supplied with two copies of the Circle Summary, and should be instructed to fill up one copy on the completion of the Preliminary Record and to send it to the Charge Superintendent who will prepare a similar Summary for his Charge and forward a copy of it to the District Officer.

If the final Summaries for any Circle or Charge are not received in time to be included in the district total, the totals of the Preliminary Summaries may be made use of by the Charge Superintendent or District Officer as the case may be.

NOTE.—In Districts where there is likely to be temporary migration for crop cutting, etc., on a considerable scale between the Preliminary Enumeration and Final Census (as in parts of the Central Provinces), Summaries based on the Preliminary Record should be prepared for all Charges and Circles in the District. The figures thus obtained will enable the effect of such migration to be allowed for in connection with the vital Statistics of the District, *e.g.*, they will furnish an explanation of an apparently high death rate, calculated on the final figures, in a tract where, at the time of the Census, a large proportion of the normal population is absent elsewhere.

CHAPTER IX.

SPECIAL ARRANGEMENTS.

1. **Railways.**—The rules issued by the Government of India for the Census of Railways will be found in Appendix I. Such supplementary instructions as may be needed will be issued by Provincial Superintendents.

2. In 1901 the whole of the Railway Census was taken by the railways themselves, but as this arrangement proved unsatisfactory it was decided in 1911 to make an experiment under which a part of the Railway Census should be done by the civil district officers, and provision was accordingly made whereby the responsibility for the Census of small stations and other outlying premises should be carried out by the district civil authorities wherever this could be arranged, the railways co-operating by supplying Supervisors and Enumerators from amongst their employés. Experience of this Census showed that in practically all cases where the Railway Census was placed under the responsibility of the civil District Officers the arrangements were carried out more smoothly, more conveniently, and with less trouble and work to all concerned. The two systems, however, were carried on side by side, and in some districts the railway authorities kept all operations in their own hands; in others they handed over as much as possible to the civil authorities; and in the rest they shared the burden, reserving the greater share for themselves. There is a strong consensus of opinion among Provincial Superintendents of last Census that it would be much more satisfactory if the whole of the Railway Census were carried out under the direction of the civil authorities as a part of the district Census operations in each province, the local railway officers co-operating with the district officers and supplying the staff of Supervisors and Enumerators necessary for the enumeration of railway colonies and settlements, railway stations and the travelling public when necessary.

3. The Government of India have agreed to this system and have addressed the authorities of all Railway systems in India and Burma on the subject. The rules in the Notification have been framed on the assumption that the Railway Census will be conducted as part of the district organisation. Where however there are any special reasons which make

it advisable that the Railway authorities should take a more responsible part in the Railway Census organization than is here indicated the Provincial Superintendent must make special arrangement in consultation with the Railway authorities.

4. **Cantonments.**—The Rules issued by the Government of India for the Census of Cantonments will be found in Appendix II. They are practically the same as in 1911. Great care must be taken in determining the boundaries of (a) military limits and (b) cantonment bazars and civil lines, so that there may be no overlapping or omissions. The rule that the civil officer to correspond with the military authorities must be an European must be carefully borne in mind. He should visit each Cantonment at least twice, after making an appointment with the officer in charge of its Census. The first visit should be made when House-numbering is due to begin, and the second about the middle of February. He should satisfy himself on the first occasion that suitable arrangements have been made, and should explain all matters regarding which there is any uncertainty. On the second occasion he should make sure that the Census staff has been properly trained, and should arrange for getting the first totals promptly. He should see that the Circle List is sent in punctually, and that an indent is then forwarded at once to the Provincial Superintendent for any special enumeration forms that may be required. He should ascertain whether any troops from the Cantonment are likely to be on the march on the night of the Census. If so, he should see that they are provided beforehand with the necessary forms (or the record of the Preliminary Enumeration if that will have been prepared before they leave the Cantonment) and should communicate with the Magistrate of the District, or Political Officer of the State, in which they will be on the night of the Census, so that the latter may arrange to get in the Enumerators' Abstracts and collect the Enumeration Books.

5. The Circle List should be kept carefully and referred to when the Charge Summary and Enumeration Books are received, in order to make sure that all the figures have been included, and that books for all the Blocks have been sent in. The standard form of Enumeration Book in English can be used for European troops, etc., in Cantonments, but a special Specimen Schedule should be prepared illustrating the various

occupations, etc., found in cantonments. It will be noted that Household Schedules should be used very sparingly.

6. Plantations, Mines and Factories.—A special procedure for the enumeration of tea gardens, factories, mines, etc., is given in Appendix III. There is, however, no objection to the District Officer making his own arrangements, independently of the Manager, for the enumeration of such places if, in the opinion of the Provincial Superintendent, it is more convenient that he should do so. Where the procedure in Appendix III is followed, it will be necessary to depute one or more officers to inspect the arrangements made by the Manager and see that the Supervisors and Enumerators understand exactly what they have to do.

7. Ports and Inland Steamers.—The arrangements to be made for the Census of Ports and Inland lines of Steamers are detailed in Appendices IV and V. The Provincial Superintendent should obtain from District Officers a list of all lines whose steamers pass through their Districts. District Officers should make special Blocks for all steamer landing-stages including stationary flats, and the Enumerators of such Blocks who will usually be employés of the Steamer Company, will be responsible for the collection and transmission of the Enumeration Books of steamers arriving at such stages on the morning after the Census. For all local steamers Enumerators will be appointed by District Officers. If it can be arranged for them to be moored at some *ghât* on the afternoon of the 18th March a convenient plan would be to cause the Block, or special *ghât*, Enumerator to prepare the Preliminary Record during the afternoon and correct it, if necessary, during his final round in the evening. If any difficulty is anticipated in connection with the Census of Ports or Inland steamers, the Local Government should be moved to frame Rules having the force of law under Section 15 (2) (b) of the Census Act.

8. Boats.—A list of all places where boats are likely to be moored, with the number of occupied boats likely to be found at each on the night of the 18th March, should be prepared by each Supervisor in the course of House-numbering and submitted to his Charge Superintendent, who should test it very carefully, in order to make sure that there are no omissions.

List of mooring *ghâts*.

9. Where the number of occupied boats likely to be moored, at any *ghât* is less than ten, the *Small ghâts.* *ghât* may be numbered as a house and included in the adjacent village Block.

10. Large *ghâts* should be formed into separate Blocks under special Enumerators, who should be selected and trained with special care, as all the entries will have to be made on the evening of the 18th February and cannot be tested as in ordinary Blocks. One Enumerator should be allowed for every twenty boats. Government employes on canals and at toll, salt pass and traffic-registering stations should be engaged in this work whenever possible.

11. To secure the enumeration of boats that are not moored at any *ghât* on the night of the 18th March the *Moving Boats.* *ghât* Enumerators will have to continue their labours for some time after that date. In the case of the smaller rivers, it will suffice if they remain at their posts until nightfall on the 19th March and enumerate the persons on all boats which may arrive there, or which are being towed up-stream, and have not already been enumerated, either in their boats or ashore. But on the larger rivers, when the wind is favourable, boats often pursue their course for several days without coming to the bank. Here greater precautions will have to be taken, and the Enumerators should be instructed to visit their *ghâts* for three days succeeding the Census, at the times when the river population usually take their meals, *i.e.*, in the early morning, at noon and after dark, and to enumerate all persons who have not already been counted elsewhere.

NOTE.—Boats working up-stream are usually moored at *chars* where the water is shallow, and not near the permanent villages on the high bank of the river. This should be remembered when selecting enumeration stations on the large rivers.

12. As a further precaution, on the largest rivers, patrol boats should be stationed at selected points from 80 to 100 miles apart to intercept boats that do not come to the bank.

Expenditure under this head may be reduced by selecting as patrol stations places where police or railway launches, or forest, ferry, traffic registration, etc., boats are available. Three boats are usually needed—one near each bank and one

to remain in mid-stream. A constable might with advantage be deputed to support the Enumerator of the mid-stream boat, but he should be warned not to interfere unless called on to do so by the Enumerator.

13. Whenever a boat is enumerated, the Enumerator should give the head-boatman a Pass, or Boat-ticket, and tell him to preserve it as a safeguard against double enumeration. In the case of small *ghats* dealt with by the ordinary Block Enumerators, these Boat-tickets can be given on plain paper, if the river is one where the Census does not extend over more than one day. In other cases coloured Boat-tickets can be supplied.

14. Where a river divides two districts, the boats enumerated from the bank will be considered to belong to the district in which they are enumerated. The population of boats enumerated in mid-stream should be divided by arrangement between the District Officers. One district might take the population of boats going up, and the other that of boats going down, stream. Two Enumeration Books would in this case be supplied, one for each District.

15. **Fairs and religious assemblages.**—It should be ascertained beforehand whether any fairs, religious assemblages or important marriage festivals will be in progress on the night of the Census, and special arrangements should be made where necessary. If the numbers are large, special Enumerators should be appointed at the rate of one for every 150 persons or less; and tickets should be given to each person as enumerated to prevent him from being counted twice over.

NOTE.—In order that none of these gatherings may be overlooked, the officers in charge of Police Stations should be called on to submit not later than the 15th January a list of all such assemblages which are likely to occur in their jurisdiction. A list of all assemblages at which more than 500 persons are expected to attend should be sent to the Provincial Superintendent with a note showing the special arrangements which have been made for their enumeration.

16. **Pilgrims.**—The only persons likely to be on the move in any numbers are pilgrims. Having ascertained their movements, as in the preceding article, arrangements should be made to enumerate them at the *serais*, camping-grounds, etc., where they are likely to halt for the night.

17. **Carters, etc.**—On the main roads, where it is the practice for carts to travel through the night, stations should be selected at which persons may be enumerated as they pass. Literate constables are the best agency for this work. Tickets should be issued, as in Article 15, to prevent double enumeration.

In the case of the less frequented roads the Block Enumerators will deal with any wayfarers they may meet with; travellers' tickets will not be required.

18. **Touring Officials.**—Arrangements should be made for the enumeration of the camps of all officials on tour in the District on the night of the 18th March, and of travellers in Dāk Bangalows, etc. The Schedules used for them should be sewn into the Enumeration Book of the Block in which they are enumerated.

19. **Wood-cutters.**—The Census of wood-cutters and other persons in forest reserves will be taken by the forest staff. The procedure will vary according to circumstances. Ordinarily it will suffice to direct all persons working in forests to assemble *on the afternoon of the 18th March* at previously notified centres, where they will be enumerated by the Forest Ranger or other officer selected. In special cases (such as that of the Bengal Sunderbans) more elaborate arrangements will be necessary.

20. **Police Stations, etc.**—The Census of all persons present in police lines and police stations will be taken under the orders of the Superintendent of Police, who will select the Enumerators. Each police station, etc., will be treated as a separate Block (or Blocks) of the Circle in which it lies. The usual system will be followed for preparing the Enumerators' Abstracts and for making them and the Enumeration Books over to the Supervisor of the Circle.

21. **Jails.**—Each jail and lock-up should be formed into a separate Block or Blocks. The enumeration will be carried out under the orders of the officer in charge, to whom the necessary forms and instructions should be supplied.

22. The enumeration will include all classes of prisoners and all jail officers and their families who reside within the precincts of the jail. It will also include police on duty as jail guards, if they sleep and take their meals within the precincts of the jail; otherwise they will be enumerated as part of the district

police. Each ward, or other occupied building which has a separate independent entrance, should be numbered as a house.

23. The Preliminary Enumeration will be commenced on the 7th and completed by the 12th March. Prisoners who will be released before the 18th March should not be entered. In column 9 of the Schedule, prisoners should be classed as convicts, under-trial or civil prisoners. Their previous occupations should not be shown. For infants with their mothers, the entry in column 11 should be the same as that of the mother in column 9.

24. The Final Enumeration should be commenced at lock-up time on the 18th March. Every prisoner should be called by his name as he enters his sleeping ward, and the fact of his entry in the Enumeration Book verified. Prisoners received after the preparation of the Preliminary Record should be entered, and those no longer present should be struck out. After all the prisoners have been dealt with, the Final Census of the jail officials and their families should be taken.

25. Hospitals, Leper and Lunatic Asylums.—The Census of hospitals and of leper and lunatic asylums should be carried out by the officer in charge on the same principles as the Census of jails. Patients in asylums should be shown in column 9 of the schedule as "inmate of leper (or lunatic) asylum". For patients in hospital the occupation last follower should be entered.

26. Rice Mill coolies in Burma.—Special arrangements must be made for the Census of the large numbers of immigrant coolies, mostly Tamils and Telugus from Madras, who come to Rangoon, Akyab, Moulmein and Bassein to work in the rice mills and at handling cargo. On previous occasions the method that proved most successful was to treat each maistry and his gang as a small Block. The Enumeration Book was written out by the clerks of the firm employing the maistry; and was checked by the Supervisor a few days before the Census was taken. The maistry was held responsible for his men; and if he left his first employer and went to another mill, he took his book with him and produced it and his men on the night of the Census.

NOTE.—Special care is needed to obtain correct entries for these Indian immigrants in the Caste and Birth-place columns.

27. Wandering Tribes.—It is difficult to lay down any general rule for the Census of wandering tribes. Tribes under police surveillance should be enumerated by the police, arrangements being made to follow their movements from thana to thana and to send out the necessary forms. If possible, the camp should be kept stationary for a few days before the 18th March. For tribes not under surveillance special arrangements should be made. All wandering tribes should be included in the population of the village in which they are encamped.

28. Areas affected by plague.—Special arrangements will have to be made in places where plague is prevalent and the people have betaken themselves to temporary dwellings at some distance from their permanent homes. The precise procedure to be followed will vary according to local conditions.

As a rule plague is worst in large towns and villages and there will usually be a supply of literate persons available for extra enumerators. In cases where a town or village has been in whole or part evacuated on account of plague, the existing circles and blocks should be retained, new blocks being formed to deal with the scattered population. Blocks will have to be formed in the encampments and extra enumerators nominated. Scattered houses must be numbered and included in existing blocks or formed into new blocks, care being taken that enumerators are not given impossible distances to travel. The existing serial number of blocks should not be disturbed and blocks of temporary huts might be given the same serial number as the last block number in the village with a sub-number to distinguish them. From the 1st January a scheme should be worked out for all areas in which plague has broken out and house numbering of plague camps should begin from the 15th January. Charge Superintendents should visit in January every town and village in which plague has broken out to see that proper arrangements have been made.

29. Household Schedules.—As noted elsewhere household schedules should be used very sparingly. Where their use on a large scale is unavoidable the work of distribution and collection should, as far as possible, be delegated to Europeans, who should be enjoined to take special care to ascertain whether a house contains more than one family, and in that case to leave a special schedule for each. A separate printed notice should be attached to each schedule requesting the head of the family to fill it in on the night of the Census and give it to his bearer or other servant, with instructions to make it over to the Enumerator when he calls next morning. In the case of clubs and hotels, the Enumerator should

compare the schedules given to him with the list of residents in order to make sure that no one has been omitted.

30. Non-synchronous Tracts.—In almost all provinces there are areas in which the standard procedure cannot be carried out in its entirety. Usually the only difference is that the final revision of the record cannot be effected on the night of the Census. In such cases it should be considered whether the revision can be made during the day-time, either on the afternoon preceding, or the morning following, the Census night. If this is impossible, the final revision must be dispensed with altogether. In that case, the Preliminary (which is also the Final) Record should be completed at least a fortnight before the date of the Census, so as to permit of adequate testing by Supervisors and to enable the Provisional Totals to be completed in time to avoid all risk of the District figures being delayed.

The few cases in which a further departure from the general arrangements is unavoidably necessary (*e.g.*, in parts of Baluchistan and the Andaman Islands) will be dealt with under special orders.

NOTE.—Where the final revision is carried out by day, this should ordinarily be done on the morning of the 19th March, with reference to the state of things on the previous evening. In that case the Census is in fact synchronous. But sometimes the people are so much on the move in the morning that it is difficult for the Enumerators to get hold of them; and in such cases the final revision should be carried out on the afternoon of the 18th March.

31. Preservation of Records.—After the Census has been taken, careful arrangements should be made for the preservation of all important district Census records such as the General Village Register, the Circle List, Census maps and important orders issued by the District Census Officer. Each District Office should send to the Provincial Superintendent particulars of the record-room-rack, etc., on which those papers have been stored, together with the Record Keeper's receipt for them. These particulars and receipts should be carefully preserved amongst the Provincial Superintendent's own papers and the latter must be carefully arranged and deposited in some safe place, usually the Secretariat record-room, which should be specified in the Administrative Volume. In spite of the orders which were issued at last Census many Superintendents have reported that previous Census records are not forthcoming. On the present occasion the Records should be definitely made over to the custody of some permanent official who can be held responsible for their proper preservation.

APPENDIX I.

CENSUS OF RAILWAYS.

General.—The Census of persons in railway areas, *i.e.*—

A.—Persons residing on railway premises, and

B.—Persons travelling by railway on the night of the Census, will be carried out under the general direction of the Civil authorities as part of the District Census Operations in each British Province and State; the local railway officers co-operating with the District or State Officers and supplying, when necessary, the staff of Supervisors and Enumerators required for the enumeration of the railway colonies and settlements, railway stations and the travelling public. The provisions of the Provincial Census Codes dealing with the definition of Census terms, the description of the Census Enumeration Book, the organization of Census divisions, House-numbering, the instructions to the staff, the Preliminary and Final Enumeration and the collection and despatch of the Provisional Totals will be applicable to the Census of railway areas subject to any modification necessitated by the following additional rules.

2. Definition of Railway Premises.—Railway premises includes a railway station within distant signals, a workshop, a colliery, a steamer ghât and all other premises within railway boundaries, on which permanent or temporary employes of the railway reside.

3. Appointment of a Railway Officer to co-operate with the District or State Authority.—The Agent or Manager of each railway line will send to the Superintendent of Census Operations of each Province, Agency or State through which the line or a portion of the same passes not later than the 1st September 1920 a list of railway stations and other railway premises in each Civil District or State together with the name and designation of the local Railway Officer (preferably the District Traffic Superintendent or some other officer of that standing) who is nominated to assist each District or State Officer in the organization of the railway Census of the district or State.

4. Duties of such Railway Officer.—The local Railway Officer so nominated by the railway authorities under

the previous rule will co-operate with the District Magistrates and the Census Officers of the districts and States lying within his jurisdiction in regard to the Census arrangements of the railway areas in these districts and States and will furnish the District Magistrate or State Census Officer with any information the latter may require regarding such railway areas and the persons suitable to be appointed as Charge Superintendents, Supervisors or Enumerators.

A.—PERSONS RESIDING ON RAILWAY PREMISES.

5. Organization of Railway Premises into Census Divisions.—The organisation of the railway premises into Charges, Circles and Blocks will be undertaken by the District Magistrate or State Census Officer in co-operation with the local railway authorities. Large railway stations or settlements will form a Census Charge in themselves with the chief railway officer of the centre as Charge Superintendent who would correspond direct with the District or State Census Officer. Care must be taken that no railway Charge extends over more than one civil district or State. The ordinary railway settlement or station will be included in the civil Census Charge in which it lies, the Supervisor being generally the local station master who would work under the direction of the civil Charge Superintendent of the Charge in which his Circle lies. Signalmen, gangmen or gatemen living in small houses or huts, whether within or without the railway fences, will be included either in the nearest railway station Block or in one of the Blocks of the nearest village or town and enumerated along with the ordinary population of that Block.

6. Registers and Forms.—The railway Charges, Circles and Blocks will be entered up in the ordinary Charge Registers and Circle Registers of the district or State. The number of enumeration forms required will be included in the abstracts that are sent up from time to time under the provisions of the Census Code or in supplementary abstracts.

7. Appointment and Training of Census Officers.—Charge Superintendents (of purely railway Charges), Supervisors and Enumerators will ordinarily be employes of the railway residing in or near the areas with which they have to deal. They should be selected by the local railway authority but their formal appointment will be made under the signature of the District Magistrate or State Census Officer. Arrangements

must be made to give them a thorough training in their duties and to supply them with the necessary rules.

B.—PERSONS TRAVELLING BY RAILWAY.

8. Station-Enumeration.—An official called the Station Enumerator should be told off at each station to enumerate all persons taking tickets at that station, or alighting from a train during the night of the 18th March. Persons about to travel usually arrive at a station some time before their train is due; and they should, so far as possible, be enumerated by the Station Enumerator before they enter the train unless they can show that they have already been enumerated. Each person so enumerated should be provided with a Pass to prevent his being counted again. Station enumeration should commence at 7 P.M.

All persons alighting from a train should be asked if they have been enumerated already, and, if they produce Passes or otherwise satisfy him that they have been, the Enumerator should let them go. He should fill up *all the columns* in the Schedule for each person who has not already been enumerated and give him a Pass, telling him to show it to any Enumerator who may wish to count him again.

NOTE I.—In asking persons if they have already been enumerated, it should be made clear that the final Census, and not the Preliminary Enumeration, is referred to.

NOTE II.—The railway staff at work in the station during the night of the Census will be regarded as present in their homes and will not be enumerated by the Station Enumerator.

9. Train-Enumeration : Civil population.—On the evening of the 18th March the guard in charge of the train should distribute Household Schedules to all first and second class passengers and to all Europeans and Anglo-Indians travelling intermediate or third class, and request them to fill them in and give them up at any station at which they may alight during the night, or (if they do not alight) keep them till they are collected in the morning. The rest of the persons in the train will be enumerated on General Schedules as noted below.

All passengers who cannot produce Passes, and who do not appear to have been enumerated anywhere else must be counted at some station at which the train can be stopped at or about 6 A.M. on the 19th March by one or

more Train Enumerators selected from the local railway staff. A place should be chosen where the train can be timed to stop for a sufficient period, which should, if necessary, be slightly prolonged. Where the local staff is insufficient for the speedy enumeration of passengers at this halt, a few clerks should be sent temporarily from another station. Each compartment should remain locked until the enumeration of the persons in it has been completed. Passes need not be given on this occasion.

The Household Schedules given the evening before to first and second class passengers and others who have not alighted during the night should at the same time be collected and examined by an intelligent official, who should fill up the form for those who have omitted, or are unable, to do so for themselves. He should see that the Schedules thus collected are securely stitched into a Cover together with the General Schedules for the other passengers, thus forming a compact Enumeration Book for the train.

The railway staff travelling in the trains will usually be enumerated as present in their houses. But Inspectors or other officers who are absent from their houses on duty for more than 24 hours must be enumerated in the trains in which they are travelling.

In 1911 arrangements were made in some cases to have a special enumeration staff running on the through trains on the Census night, and at some stations female enumerators were in charge of the enumeration of women passengers.

10. Train-Enumeration : Troops.—Troops travelling by rail on the night of the Census will be enumerated by their officers, and the return separately sent in. But the Indian servants and followers travelling with them will be enumerated with the rest of the persons in the train.

11. Provisional Totals.—The Station Enumeration and Train Enumeration should be treated as constituting separate Blocks of the Circle (station) at which the enumeration takes place. That is to say, the Enumeration Books containing the result of such enumeration should be included in the Census records of the Circle under the heading "Station Enumeration" or "Train Enumeration," as the case may be. The Supervisor of the Circle should have the Enumerators' Abstracts prepared, showing the population of these special blocks, and should include the figures in his Circle Summary.

12. **Expenses.**—The necessary forms will be supplied by Government. The agency employed will consist chiefly of officials attached to the railway, who will not ordinarily receive any special remuneration for their services. Government will bear all charges in connection with the compilation of the results.

C.—SPECIAL ARRANGEMENTS.

13. **Lines under Construction.**—Arrangements for the Census of camps and collections of coolies on lines under construction will be made by the District Census Officer with the Engineer or other Railway Officer in charge of the work. The camp will be divided up into Circles or Blocks and the Supervisor and Enumerators selected in consultation with the Railway Officer in charge.

14. **Ballast Trains.**—Ballast trains are usually stabled for the night in or near some station. The guard should be made responsible for the enumeration and his train should form an extra Block of the station concerned. The record for these coolies should be prepared during the day time on the date of the Census and revised after dark.

APPENDIX II.

CENSUS OF CANTONMENTS AND OF TROOPS ON THE MARCH AND ELSEWHERE.*

A.—Cantonment Bazaars and Civil Limits.

1. **Agency and Rules.**—The Census of so much of each Cantonment as lies beyond regimental or other purely military lines will be taken by the Cantonment Magistrate acting under the instructions of the civil authorities of the District or State. The rules to be followed are those laid down in the Provincial Census Codes.

B.—Military Limits.

2. **Agency.**—Within regimental lines, or other purely military limits, the Census will be taken by the military authorities. The operations in military limits will be placed in general charge of a selected officer, who should, if possible, be conversant with the vernacular language in which the Census record will be prepared for natives of India resident within military limits.

NOTE.—As it is necessary that the scheme laid down for the Census of the whole country should be strictly followed, arrangements will be made by Local Governments and Administrations to place a European district official in direct communication with the military authorities in each cantonment so that he may give advice to the latter, and otherwise ensure uniformity and punctuality in the arrangements.

3. **Determination of Boundaries.**—The determination of the purely military limits within the Cantonment should be undertaken, *not later than the 15th September 1920*, by the military and civil authorities in consultation with each other. The boundary decided on should be shown on a map, so that both may know clearly the areas for the enumeration of which they are respectively responsible.

4. **Scope of Enumeration.**—The Census to be taken by the military authorities under these orders will include all persons of whatever age, sex, race, or profession, who, on the night of the 18th March 1921, are temporarily or permanently residing within military limits. In other words, it will include all persons who, though ordinarily residing elsewhere, may on that night be stopping temporarily within those limits; and also those who, while actually living and taking their

* Education Department Notification No. 78, dated the 21st August 1920. The notes in small type are merely executive instructions.

meals within the same, may be absent for a few hours on night duty, etc.

NOTE.—To prevent mistakes or double enumeration, it is advisable for the military authorities to have their limits cleared, between sunset on the 18th, and sunrise on the 19th March, of all persons who are not residing temporarily or permanently within those limits, such as officers of any grade, fighting-men, non-combatants attached to the regiments, the servants of the above, regimental followers, or members of the families of any of these.

5. Way in which Census Record will be prepared.—European officers and civilian Europeans and Anglo-Indians of good standing will, if they desire, be supplied with Household Schedules on which to enter the necessary particulars for themselves, their families and their European or Anglo-Indian servants. For all other persons the Census record will be prepared by Enumerators in the manner described further on.

Enumeration by Household Schedules usually gives inaccurate and unsatisfactory results and wherever possible arrangements should be made to have the Schedule written up or at any rate checked by a trained enumerator.

6. House List.—A list should be prepared in the following form, *not later than the 15th October 1920*, showing every house or other building in the area in question which is inhabited, or is likely to be inhabited, on the night of the Census:—

HOUSE LIST.

<i>District.</i>	<i>Cantonment or Station.</i>	<i>Regiment.</i>			
Serial No. of house.	Description of house (i.e., barracks, guard-house, dwelling house, married quarters, followers' quarters, etc.)	Name of Chief occupant or officer in charge.	Usual number of occupants.	Language in which the record will be prepared.	Whether Household Schedules required— see Rule 5. (Enter 'yes' or 'no' against each house)
1	2	3	4	5	6

NOTE.—The language will be English for Europeans and Anglo-Indians and a vernacular language for natives of India. If Enumerators are obtainable who know the language of the district in which the cantonment is situated, it will be most convenient for the vernacular portion of the record to be prepared in that language. The use of other languages gives much trouble in the tabulation offices.

APP. II.—CENSUS OF CANTONMENTS, ETC.

7. Definition of House.—If any large building has been divided into separate dwellings or tenements such as married quarters, occupied by distinct families or groups of persons, each of these dwellings should be treated as a house and given a separate number in Column I of the House List. Large buildings not so divided, such as the quarters of unmarried privates, should be given only one number.

Huts occupied by Indian servants should be numbered separately from the houses to which they belong. Each block of servants' huts should be given a number of its own.

8. House-numbering.—While the above list is being prepared, the number entered against each house should be painted conspicuously on the building, so that it may be easily recognised by the Enumerator.

9. Formation of Blocks and Circles.—After the numbers have been painted, the houses should be arranged in compact Blocks, and these Blocks should be grouped into Circles. No Block should contain more than 250 persons, and no Circle more than 2,500. Separate Blocks should be formed for Indian followers and servants attached to British regiments or employed by the officers.

10. Appointment of Supervisors and Enumerators.—For each Block an Enumerator should be appointed, and for each Circle a Supervisor. The Enumerator is the person whose duty it will be to fill in the Census Schedules for all persons in his Block, except those for whom Household Schedules will be issued as provided in Rule 5. The Supervisor is responsible for seeing that all the Enumerators in his Circle understand their duties and carry them out satisfactorily. Non-Commissioned Officers of the regiments to be enumerated will usually be selected for these posts. Blocks occupied by Indian followers and servants should be placed in charge of Enumerators who are well acquainted with their language and customs, such as the regimental Munshi or a Commissariat Indian official.

11. Circle Register.—A Circle Register should then be drawn up in the following form and forwarded, *not later*

than the 15th November, to the District or Political Officer as the case may be:—

CIRCLE REGISTER.

District.

*Cantonment
or Station.*

Regiment.

Serial number of Circle.	Name of Supervisor.	Serial number of Block.	Name of Enum- erator.	Number of houses in each Block.	Number of persons in each Block.	Language in which the record will be prepared.	Number of houses for which Household Schedules will be required	REMARKS.
1	2	3	4	5	6	7	8	9

12. Supply of Forms.—On receipt of the Circle Register the District or Political Officer will at once calculate the number of forms (English and vernacular) of each kind required at the rate of—

- (a) 1 Cover per Block;
- (b) 1 Block List per Block;
- (c) 1 General Schedule for every 12 persons;
- (d) 2 Household Schedules for each house in which such Schedules will be used;

adding 25 per cent for emergencies, etc.

He will also supply for each Supervisor one Cover with five General Schedules and a Block List stitched into it. This will serve to show how the forms should be bound up to make the Enumeration Books, and will also be useful for instruction purposes as explained in Rule 14.

13. Block List.—As soon as the forms are received, the Block List, showing the number and description of the houses in each Block, should be written up from the House List.

14. **Instruction of Census Staff.**—The Supervisors and Enumerators must study very carefully the Instructions on the first two pages of the Cover and the Specimen Schedule on the back of it. The officer in charge of the Census must satisfy himself that they clearly understand their duties. He should make them fill in a few entries each in the bound copy of the Enumeration Book supplied to Supervisors for instruction purposes and should correct mistakes and give such verbal explanations as are found to be necessary.

15. **The Preliminary Enumeration.**—*Early in February 1921*, each Enumerator should go round his Block and enter in his Enumeration Book full particulars regarding every man, woman, or child whom he finds residing therein, including persons temporarily absent who are expected to be back by the 18th March. This work should be completed by the *end of February*. The entries thus made must be carefully examined and corrected by the Supervisor. The officer in charge of the Census should himself examine as many entries as possible in each Block, in order to make sure that they have been properly made. The houses should be taken in the order in which they are entered in the House List, and exact observance of the instructions must be rigidly enforced. Europeans and Anglo-Indians of the class referred to in Rule 5 need not be enumerated on this occasion, but Household Schedules should be distributed to them on the 16th March and the signature of the head of the household taken in the last column of the Block List.

16. **The Final Census.**—After gunfire on the night of the 18th March 1921 the Enumerator should again go over his Block and bring the Preliminary Record up to date by striking out the entries for persons who have died or gone away and entering the necessary particulars for new arrivals. He will thus complete the Census.

17. **Rough Totals.**—**Collection and Despatch of Forms.**—On the morning of the 19th March the Enumerators will collect all the Household Schedules that have been issued and sew them into their books. They will then assemble at some place previously fixed by the Supervisor and prepare under his instructions the Abstracts inside the Covers, showing the number of houses and persons, male and female, in each Block. After testing the figures the Supervisor will

compile them into a Circle Summary, showing the number of persons in the Circle, and the various summaries will then be combined into a single statement by the officer in charge of the Census and sent to the District or Political officer as the case may be. The Enumeration Books should then be packed up at once and sent to the same officer. They should be arranged carefully by Blocks and Circles according to the order shown in the Circle Register.

C.—Troops on the March and on Duty outside Cantonments.

18. **Troops on the March.**—The Census of regiments on the march and of troops on duty will be taken by the officer in command. The Census will include all persons, of whatever sex, age, race or profession, who are marching with the troops. The officer in command should be provided with the requisite forms *at the cantonment from which the troops start*. He should arrange to make one of the weekly halts on the 18th March 1921. If the Preliminary Enumeration was not effected before the troops left their last cantonment, the Schedules should be written up during the day. They should be checked in the usual manner after dark.

19. **Troops in Trains.**—If the regiment or detachment be travelling by rail on the night of the Census, the Enumeration of the actual troops should be effected by the officer in command at the first place at which the men alight. The Railway authorities will enumerate the families, servants and followers travelling with them in accordance with the general rules for the enumeration of persons, travelling by rail.

20. **Despatch of Forms.**—The Enumeration Books for regiments or detachments on the march will be sent to the Magistrate of the District or the Political Agent of the State in which they are enumerated. The place where they were encamped at the time of the Census must be reported to the same officer. A telegram must also be sent to him stating the number of persons (total males and females) enumerated.

NOTE.—It will usually be known beforehand where troops on the march will be on the night of the Census; and in such cases the District Magistrate or Political Officer should arrange for the deputation of an officer to collect the Enumeration Books and report the first totals.

21. Troops beyond the Frontier.—Troops or military outposts in tracts of which no general Census is being taken will be recorded in the final tables as belonging to the cantonment or station within the administrative frontier from which, or in connexion with which, they are detailed, or which is nearest to the post they occupy. Their Enumeration Books will be sent to the cantonment or station.

D.—General.

22. Issue of Special Instructions.—The Provincial Superintendent of Census Operations will issue the necessary subsidiary instructions and arrange for the supply of forms, etc.

23. Census Expenditure.—Cantonment funds will bear all charges in connection with the actual enumeration, but the requisite forms will be supplied free of charge. Government will bear all charges in connection with the compilation of the results.

APPENDIX III.

CENSUS OF PLANTATIONS, MINES AND FACTORIES.

1. **General.**—The Census of tea and coffee plantations, mines, jute and cotton mills, and other factories where a number of resident labourers are employed can often conveniently be conducted under the general control of the Manager. It will include all persons living within the boundaries of the plantation, etc., such as traders and shopkeepers, even though they are not connected with it.

Where this procedure is adopted the following rules will form a convenient basis for the issue of local instructions, but it is for the Provincial Superintendent to decide, in each class of cases, whether the special procedure should be followed or whether as in many cases at the last Census the area should be included in the general District arrangements and the Census carried out under the ordinary rules.

2. **Appointment of Supervisor.**—The Manager will appoint a Supervisor to look after the Census operations of the entire plantation, mine or factory. It will be his duty to instruct the Enumerators in what they have to do and to check their work.

3. **House List.**—*Early in November* a list of all houses, coolie huts, etc., on the plantation, mine or factory should be prepared in the following form :—

District or Subdivision.

Estate.

Name of lines, etc.	Serial number of each house.	Description of house, e.g., bungalow, tea- house, coolie hut, etc.	Name of chief occupant.	Remarks.
1	2	3	4	5

The serial number in column 2 should run for the whole plantation, mine or factory. In coolie lines each separate doorway should be treated as marking a separate house. Houses occupied by Europeans or Anglo-Indians should be given one number and their servants' quarters another. Europeans and Anglo-Indians will receive Household Schedules to be filled in by themselves, while their servants will be dealt with by the Enumerator of the Block in which the house lies.

NOTE.—The date given is the latest date for the commencement of proceedings in these areas. In many cases it was found advisable at last Census to begin operations earlier or to carry on the various stages along with the district organisation.

4. Abstract of House List.—As soon as the above list has been completed, an abstract should be sent to the District Officer showing the total number of houses and the number occupied by Europeans or Anglo-Indians for which Household Schedules will be required. A printed postcard might with advantage be supplied to the Manager on which he can enter the required figures. This information will enable an estimate to be made of the number of forms needed.

5. House-numbering.—While this list is being prepared the number entered against each building should be painted conspicuously on the house with whitewash, coal-tar, charcoal or other convenient material. New houses subsequently erected should be given the number of the nearest house with a distinguishing letter, and should be entered in the appropriate place in the House List.

6. Formation of Blocks.—After the houses have been numbered, they should be divided up into Enumerators' Blocks containing not more than 75 houses each. The Enumerator is the person who will actually take the Census of the people of his Block. He must of course be able to speak, read and write the language of the district in which the Census record will be prepared. The most intelligent men available should be selected as Enumerators. Each Block should be as compact as possible.

7. **Circle Register.**—As soon as the Blocks are settled, the following form should be filled in :—

CIRCLE REGISTER.

District

Thana

Name of

Plantation.
Mine.
Factory.

[or Tahsil.]

Name of person appointed by the Manager as Supervisor.	Consecutive number of Blocks into which the estate is divided for Census purposes.	Number of houses in each Block.	Names of persons selected as Enumerators.	Number of houses allotted to each Enumerator.	Remarks.
1	2	3	4	5	6
	1	1 to 68	..	68	
	2	69 to 121	..	53	
	3	122 to 190	..	69	
		191 to 230	..	40	

The Circle Register should be forwarded to the District Officer *not later than the 20th December*. It will be returned after the information contained in it has been noted, with formal letters of appointment under the Census Act for the persons named by the Manager as Supervisors and Enumerators.

8. **Supply of Census Forms.**—The requisite number of Census forms will be supplied at the same time, *viz* :—

- (1) One Cover and two Block Lists for each Enumerator. The Block List is in the same form as the House List. Each Enumerator will copy into his Block List the entries in the House List that relate to the houses in his Block.
- (2) Two Household Schedules for each European family.
- (3) General Schedules at the rate of one for every three coolie huts ;
plus 25 per cent in each case as a reserve.

The Block Lists and the required number of General Schedules should be stitched into the Covers by the Supervisor.

9. Instruction of Enumerators.—The Instructions to Enumerators are printed on the Cover of the Enumeration Book. They are supplemented by fuller instructions addressed to the Supervisors, a copy of which, in English and vernacular, will be supplied for each estate.

10. Preliminary Enumeration.—*On the 10th February* or such other date as may be fixed by the Provincial Superintendent, the Enumerators should go round their Blocks and fill up the Schedules in accordance with the instructions. This Preliminary Enumeration should be completed *by the 5th March*. The Manager should personally test this work as far as possible. The Supervisor should test every single entry.

In the local instructions attention should be drawn to points where mistakes are likely to occur. Prominence should be given to the necessity for recording the district (and Province) of birth, and not the name of a village or tahsil, etc. Special care will have to be taken to get the true castes recorded. In some parts it will be desirable to supply lists of districts from which imported coolies chiefly come and of the castes to which they generally belong. In some mines where the cooly population is shifting it will be necessary to postpone the preliminary enumeration to a date nearer the Census day, or to hold a second preliminary enumeration just before the Census to bring the schedules up to date.

11. The Final Census.—*On the evening of the 18th March* the Enumerators should take their books and again visit each house in their Blocks. They will strike out all entries relating to persons who have died or left since their former visit and enter all new comers and newly-born infants.

12. Early next morning the head of each European family should fill in his Household Schedule and make it over to the Enumerator who will stitch it into the Enumeration Book of his Block. The Supervisor will then cause all the Enumerators to prepare the Abstracts inside the Covers of their books

and, after checking their figures, will enter them in his Circle Summary, which will be in the following form :—

[illegible]

He will arrange his books in serial order and tie them up neatly, placing the Circle and Circle Summary at the top. He should have this done *not later than midday on the 19th March* so as to be ready to make over the bundle to the Government Census Officer when he calls for it.

13. Instructions to District Officers.—It is very desirable that some Gāzatted Officer should be placed incharge of the Census Operations in tea gardens, factories, etc. He should visit each garden, etc., in turn, and make sure that the instructions are clearly understood and that adequate arrangements have been made. He should open a special register of plantations, factories, etc., in which the Census is taken by the Manager in some such form as the following :—

1	Serial Number.
2	Name of Plantation, factory, etc.
3	Name of Manager.
4	Name of Supervisor.
5	Serial number of Block.
6	Number of houses.
7	Name of Enumerator.
8	Specification of terms supplied.
9	Date of despatch.
10	Name of Officer deput- ed to advise and inst- ruct.
11	Date of inspection of House numbering.
12	Date of inspection of Preliminary Record.
13	REMARKS.

APPENDIX IV.

CENSUS OF PORTS.

1. Classification of vessels.—For the purposes of the Census, vessels may be classed as—

- (a) Sea-going vessels plying between ports in British India or in Native States and British or foreign ports out of India.
- (b) Sea-going vessels plying between Indian coast ports, whether in British India, in Native States or in French or Portuguese territory.
- (c) Other vessels, such as (1) inland cargo and passenger steamers, (2) country boats carrying inland produce, (3) ferry steamers, passenger boats, etc., plying within the limits of a single port, (4) fishing boats, etc.

2. Census Agency.—In all places where there is a Port Officer or Conservator, that officer should superintend all arrangements as Port Census Officer. For smaller ports and landing places the District Officer should make the necessary arrangements. Full use should be made of any Customs, Salt or Marine Officials available.

For the Ports of Bombay, Calcutta, Karachi and Rangoon special arrangements should be made under the orders of the Provincial Superintendent.

3. Enumerators.—The limits of the port must be carefully defined, with special reference to the rivers discharging into it. The foreshore and anchorage should then be divided into Blocks, and an Enumerator appointed to each Block. If more convenient, one set of Enumerators may be appointed for the Census of vessels of the kind referred to in Articles 4 to 12 and another set for the Census of the vessels referred to in Articles 13 to 16.

A Register (Form I) must be prepared of all the vessels (and buildings if any) in each Block, other than small boats in which no one sleeps at night. This register must be kept corrected up to date until the Census is over.

NOTE.—The limits of the Port will not necessarily be the same as those ordinarily recognised. If a considerable number of boats are usually moored outside, but near those limits, the boundary line should be drawn so as to include them. Great care must be taken to see that the boundary thus laid down is clearly understood by the Census Officers both of the Port and of the area adjoining it.

4. Vessels plying between Indian and British or foreign ports.—Sea-going vessels arriving from or leaving for

another port not in British India or a Native State should not be enumerated unless they are actually lying in the port on the night of the 18th March. In that case the procedure in Articles 6 and 7 should be followed.

NOTE.—Vessels arriving from, or leaving for, another port in British India or a Native State, will be regarded as "plying between coast ports" irrespective of their port of origin or ultimate destination.

5. Vessels plying between coast ports.—In the case of sea-going vessels of this class, it is necessary to provide for the following contingencies :—

- (1) vessels lying at anchor in a coast port on the night of the Census ;
- (2) vessels having left for a coast port shortly before that night ;
- (3) vessels arriving from a coast port after that night ; and
- (4) the special case of coasting steamers touching at several ports during that night.

6. Procedure for Census of sea-going vessels.—The Master of the vessel is in all cases responsible for the due enumeration of all on board on the night of the Census.

Master of vessel responsible for Census. He should be furnished with the necessary Schedules and instructions ; and a notice in the annexed form (Form II) should be handed to him, requiring him to fill in the schedules for himself, his crew, and the passengers that are on board on the night of the 18th March.

For Europeans Household Schedules should be supplied and for Indians an ordinary Enumeration Book in English, containing the requisite number of General Schedules.

7. In the case of vessels lying in the port and likely to remain there over the night of the 18th March the forms

Vessels remaining in Port. should be distributed at least three days beforehand or (in the case of subsequent arrival) as soon as they reach the Port. On the morning of the 19th March the Enumerator should visit the vessel and collect the returns, examining the entries to see that they are in accordance with the instructions, and mustering the persons on board, if he thinks it necessary to do so. He must in all cases check the entries for lascars and other natives

of India. Where the Master is illiterate and unable to fill up the Schedules the Enumerator should fill them up for him.

8. If a vessel is leaving a British or Native port after the 8th February for another coast port which it is not tolerably certain to reach before the Census night, the Port Census Officer should supply the Master of the vessel with the necessary forms, and instruct him to fill them up on the night of the 18th March and deliver them duly certified, to the Customs or other authority who may ask for them at the British or Native port first touched at after the 18th March. It should be ascertained what port this is likely to be and notice should be sent by post to the Port Census Officer concerned.

9. If a vessel arrives in a British or Native port from another coast port (including a port in French or Portuguese territory) between the 18th March and 2nd April, the Enumerator of the port must (unless he knows that the vessel has previously touched at a port after the 18th March and that this demand has been made before) require from the Master of the vessel either Schedules duly filled in, or an Enumeration Pass (see Article 11). If neither of these be forthcoming, the Enumerator must muster the persons on board and with the aid of the Master and others, fill in the necessary forms.

10. In the case of steamers running at short intervals between coast ports, arrangements should be made similar to those for the enumeration of persons on inland steamers (see Appendix V). The Census record for the steamer will include the ship's officers, crew, etc., and all passengers who are still on board at 7 P.M. on the 18th March. Passengers disembarking after 7 P.M. should be given a pass to prevent double enumeration; those coming on board after that hour will be enumerated unless they have already been enumerated on shore. The Schedules will be handed over to the local Enumerator at the first Port reached after 6 A.M., on the 19th March.

11. In order to prevent double enumeration every person who receives Schedules filled in for any vessels, should give the Master an Enumeration Pass (Form III). The Master should be instructed to keep this pass carefully until the 2nd April.

12. **Inland Steamers.**—The enumeration of inland cargo and passenger steamers will be carried out by the clerk on board under arrangements made by the Provincial Superintendent with the Managing Agents (see Appendix V). The Schedules so filled in for any steamers of this class which may be lying in port on the night of the Census or reach it early next morning will be collected next morning by the Enumerator of the Block in which each such steamer is moored.

13. **Other Vessels.**—In the case of fishing and other vessels that are likely to be absent from the port on the night of the Census, the Schedules for their crews should be filled in on their leaving port at any time between the 8th and the 18th March, and an Enumeration Pass (see Article 11) given to the person in charge of the vessel. If it returns before the 18th March the Pass should be taken back, the Schedules destroyed, and the persons on board told that they will be enumerated on the 18th March or on the vessel again leaving port.

14. **Boats laden with country produce, cargo brigs, etc.,** which leave the port after the 8th March should be enumerated, and an Enumeration Pass given to the person in charge, unless it is fairly certain that the destination will be reached before the 18th March. The person in charge should be warned to preserve the Pass as a safeguard against double enumeration.

15. **On the Census night,** each Enumerator will visit every vessel in his Block, other than those of which the Census will be effected by the Master or clerk as provided in Articles 4 to 12 above, and enumerate all persons found passing the night there and not taking their meals from other places. He will give an Enumeration Pass to the person in charge of each vessel. In order to reduce his work on the Census night he should prepare, a day or two beforehand, a preliminary record of all persons who regularly pass the night on ferry and other steamers plying within the limits of the port, or who are living on other vessels moored within his Block which are likely to remain there until after the Census is taken.

16. Particular care must be taken to enumerate at their homes all persons taking their meals there, but who are absent on vessels for the night only (*vide* Instructions to Enumerators, Part II, Rule 7).

17. Cargo brigs, etc., arriving at the port between the Bonts reaching Port after 18th March and 2nd April should be enumerated, unless the person in charge can produce an Enumeration Pass, or otherwise satisfy the Census Officer that he and his crew have already been enumerated elsewhere.

FORM I.—*Form of Port Block List (see Article 3).*

Serial number of vessel.	Name of Vessel or Master.	Description of Vessel.	REMARKS.
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NOTE.—In ports where there is much shipping it will be convenient to insert, after column 1 two columns to show Number and Port of Registration of each vessel.

FORM II.—*Form of Notice to Masters of sea-going vessels.*
(See Article 6.)

To the Master of the.....
Sir,

You are hereby requested under Section 4 of the Indian Census Act, a copy of which will be found below, to undertake the enumeration of all persons on board of your vessel.

2. The bearer of this letter is a Census Officer appointed under the Act. He will make over to you the Schedules required for the enumeration of the officers, passengers and crew of your vessel.

3. The instructions regarding the entries to be made in the forms are printed on the back of the "Household Schedule" on which all Europeans are to be enumerated, and on the cover of the Enumeration Book, in which the necessary particulars are to be entered for all natives of India. The Census Officer will give you any further information or explanation which you may require.

4. You should not, if it can be helped, allow any of your crew to go on shore after 7 P.M. on the 18th March. If any one should be obliged to go, you should give him a certificate saying "enumerated on board..."; noting the name of your ship, and signing it. He should be told to show this certificate to any one wishing to enumerate him on shore.

5. If you are leaving port before the 18th March for another port in India, you should fill up the Schedules on the night of the 18th March and deliver them to the Customs or other authority, who may ask for them at the first port touched, or to the Pilot if he is still on board.

6. If you are still in port on the morning of the 18th March you should deliver the Schedules, duly filled up, to the officer who calls for them.

7. When you give up the Schedules you will receive an Enumeration Pass, which you should keep till the 2nd April as a proof that the persons on your vessel have been enumerated.

Signed _____
Census Officer of _____ Port

Extract from the Census Act, Section 4.

Every person (except a Pilot or Harbour Master) having charge or control of a vessel shall, if so required by the District Magistrate or by such officer as the Local Government may appoint in this behalf, perform such of the duties of a Census officer in relation to the persons who at the time of the taking of the Census, are under his command or charge, as such magistrate or officer may, by written order, direct. All the provisions of this Act relating to Census officers shall apply, so far as they can be made applicable, to all persons while performing duties under this section, and any person neglecting or refusing to perform any duty, which he is directed under this section to perform shall be deemed to have committed an offence under section 187 of the Indian Penal Code.

Form III.—Form of Enumeration Pass (see Article 11).

Name of Port*—	Certified that Schedules recorded by
	(1) _____ of
Name and Register number of the vessel—	(2) _____ vessel at
	(3) _____ port have been duly received.
Name of the Master—	The vessel started from—
Port from which Vessel started—	
<i>Signature.</i>	<i>Signature.</i>
<i>Date</i>	<i>Date</i>
	(1) Put the name of the Master here.
	(2) Name and Register number of the vessel.
	(3) Name of the Port where schedules are collected.

*Where schedules were collected.

NOTE.—Every master of a vessel receiving this pass should keep it carefully on board the vessel until the 2nd April.

APPENDIX V.

CENSUS OF INLAND STEAMERS.

1. **General.**—It is necessary to arrange for the enumeration of (1) Mail steamers and Cargo steamers and their flats, (2) local feeder and ferry steamers and steamers belonging to private individuals.

2. **Local Steamers.**—The District Staff will ordinarily be responsible for the enumeration of all local steamers, but in order to make sure that none of them are lost sight of, the Provincial Superintendent should obtain by the 31st December from all the Companies whose steamers ply on the rivers of the Province a statement in the following form, from which extracts will be sent to the District concerned :—

List of feeder and ferry steamers.

Name of river.	Name of steamer.	PLYING.		How often it plies.	Whether there is a clerk on board.	MAXIMUM NUMBER OF PERSONS LIKELY TO BE ON BOARD AT 7 P.M.		REMARKS. (Here state where the steamer is usually moored at night.)
		From	To			Crew.	Passengers.	
1.	2.	3.	4.	5.	6.	7.	8.	9.

3. **Mail and Cargo steamers.**—The Census of these steamers will be taken by the steamer clerk or some other qualified employé of the Company, who should be given a letter of appointment as Enumerator under the Census Act. The necessary Census forms will be supplied through the head office of the Company. To enable the Provincial Superintendent to calculate the number required, he should obtain from each

Steamer Company, *not later than the 31st December* a statement as follows :—

Name of steamer or flat.	Description (Mail steamer, cargo, flat, etc.)	MAXIMUM NUMBER OF PERSONS LIKELY TO BE ON BOARD AT 7 P.M. ON 18TH MARCH.			NAME OF EMPLOYEES WHO WILL ACT AS ENUMERATOR.		REMARKS.
		Crew.	Passengers.		Name.	Occupation.	
			First class.	Others.			
1	2	3	4	5	6	7	8

4. **Instruction of Enumerators.**—In order to make sure that the Steamer Enumerators clearly understand their duties, arrangements should be made to train them at one or two points at which the steamers usually stop for several hours. They should be instructed in the manner of filling in the Schedules and should also be made to understand the provisions of Articles 5 to 7 below.

5. The Census will be taken on the night of the 18th March. The enumeration of all Europeans and first class passengers will be effected on Household Schedules to be filled in by themselves. That of all others, both passengers and crew, will be made in the Enumeration Book by the Steamer Enumerator.

6. To reduce as much as possible the work to be done on the Census night, the necessary entries for the crew should be made a few days beforehand. These entries should be tested at one of the places referred to in Article 4 above. The record for passengers who will remain on the steamer until after 7 p.m. should be prepared on the 18th March during the day. The record thus made will be brought up to date after dark the same evening, when the entries relating to any persons who died or have gone away before 7 p.m., will be struck out and the necessary particulars will be entered for persons who have since come on board.

Persons alighting from a steamer after 7 p.m., should be furnished with a Pass as a proof that they have already been enumerated. Persons boarding the steamer after that hour should be enumerated, unless they can prove, by the production of a pass or otherwise, that they have already been counted ashore.

7. On the morning of the 19th March the Abstract at the end of the Enumeration Book should be filled in and the name of the first landing *ghât* reached that morning should be noted on the cover. The book should then be made over to the enumerator at the said *ghât*, who will hand them over to his Supervisor for transmission (by post or otherwise as may be arranged locally) to the District Officer in whose jurisdiction the *ghât* in question is situated. The fact should be reported to the head office of the Company on a printed postcard as follows:—

Name of steamer

Name of place where it was on the night of the 18th March.....

Enumeration Book to whom delivered.....

Population enumerated on board. { Total.....
Males.....
Females.....

These particulars will be entered at the head office in a statement in the following form:—

Name of line.....

Name of steamer or flat.	Name of first landing <i>ghât</i> reached on the 19th March.	Enumeration Book to whom delivered.	POPULATION.		
			Total.	Males.	Females.
1	2	3	4	5	6

Column 1 of this statement should be filled in before the Census, the steamers, etc., being entered in the same order as in the statement referred to in Article 3.

8. As soon as returns have been received for all the steamers on the line, the statement should be sent to the Provincial Superintendent, who will satisfy himself that the returns for all steamers have been actually delivered somewhere..

